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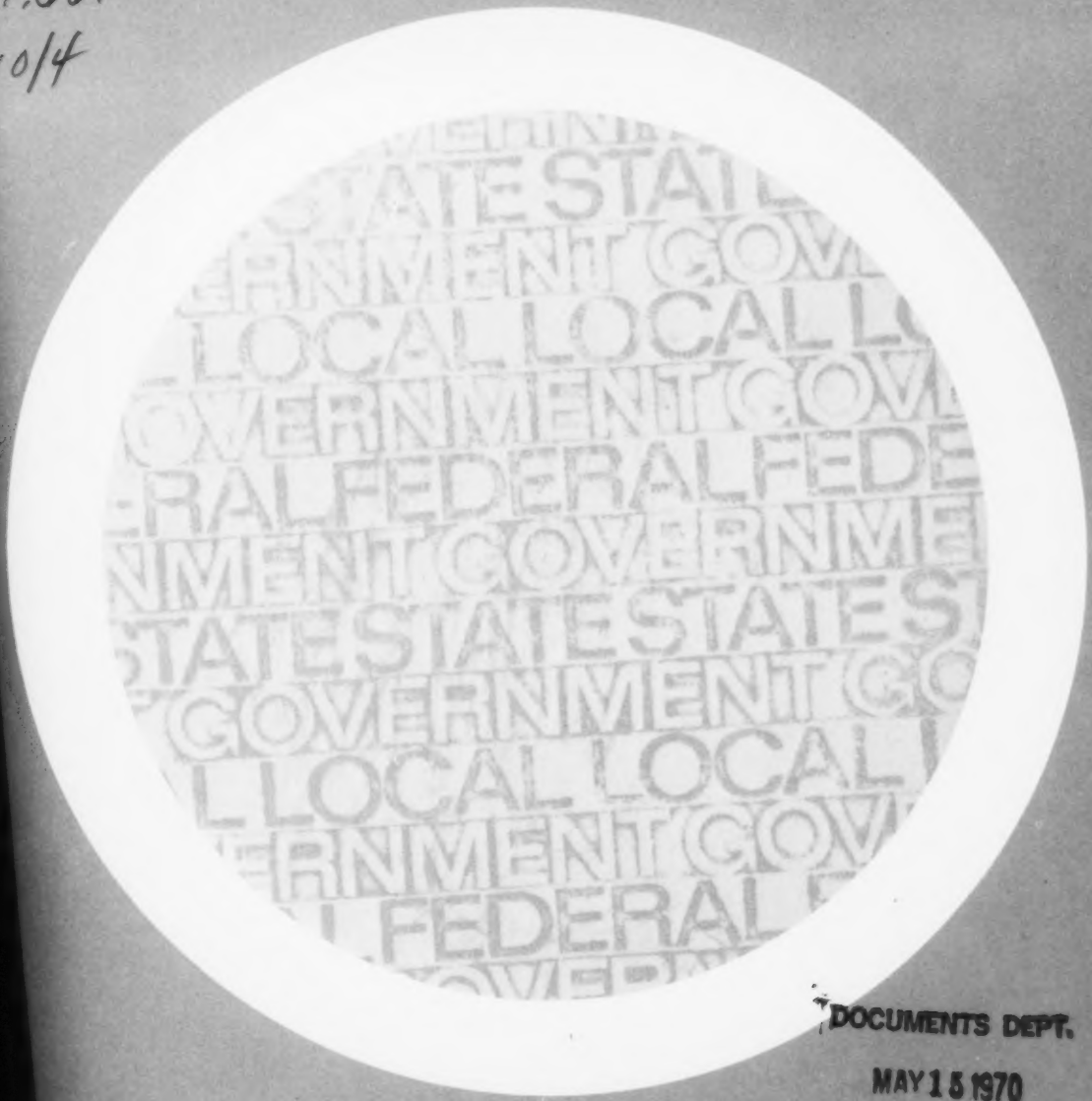


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People–problems
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# Civil Service Journal

U.S. CIVIL SERVICE COMMISSION

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*U.S. Civil Service Commission*

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JAMES E. JOHNSON *Commissioner*
L. J. ANDOLSEK *Commissioner*
NICHOLAS J. OGANOVIC
*Executive Director*

# Worth Noting

PRESIDENT NIXON recently told a group from the Civil Service Commission that his desire to bring Government closer to the people through decentralization under the New Federalism concept will call for strengthening of Government field structures. He expressed high esteem for the merit system, and urged that everything possible be done to bring outstanding people into government and to develop a high public appreciation of the career civil service. Persons who attended the White House meeting with the President included the three Commissioners, Executive Director Oganovic, Deputy Executive Director Rosen, and the Commission's regional directors.

CLASSIFICATION AND PAY will go under the microscope during a major 2-year study authorized by the Hanley Bill (P.L. 91–216). A blue-ribbon task force, reporting to the Commission, will search for ways to unify the present multiplicity of pay systems, and will seek basic improvements in the entire area of classification and pay of Federal employees. Proposed legislative changes will be prepared for submission to Congress in 1972.

THE REDUCTION IN FORCE system is also undergoing intensive study by the Civil Service Commission. In addition to staff work on the subject in the central office, one significant reduction at a Federal establishment in each region will be studied and analyzed in depth.

POST OFFICE DEPARTMENT has announced a Postal Academy pilot program for high school dropouts and underemployed postal employees in six cities. To be jointly funded by POD, Office of Economic Opportunity, and Department of Labor, the academies will be staffed by postal employees who will be detailed to small storefront sites as teachers and counselors to train students for either a high school equivalency diploma or a level 5 clerk-carrier position. Opening of a Postal Academy in Atlanta, Chicago, Detroit, Newark, San Francisco, and Washington, D.C., was scheduled for May, with two more facilities to be opened in each of the six cities by September. Originally devised by Assistant Postmaster General Kenneth A. Houseman, the Postal Academy program is intended to utilize the skill and dedication of many Post Office employees in helping less fortunate members of their communities.

UPPER LEVEL STAFFING is the subject of public discussion generated by the release of a group of staff ideas designed to stimulate broad debate. The ideas offered for discussion include an Executive Manpower Group which would encompass career and non-career executives now classified in grades GS 16–18 or equivalent. There would

*(Continued—See Inside Back Cover)*

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# making the system work

Hand in hand with a demand for more and better government services, citizens are also demanding of their governments more effective and more responsive administration. The major burden here rests with State and local governments, which deliver most public services. At the same time, the Federal Government shares with State and local governments the responsibility of making the system work.

Only people make the system work, only people bring more effective and responsive administration of public programs. Here, too, the greatest challenge confronts States and localities, which have experienced in the past 25 years an astronomical growth in numbers of personnel.

The following four articles discuss the people-problems of the public service from different point of view.

*Making the System Work*

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Quality Manpower in the Cities . . . the view from City Hall . . . page 7

The Federal Responsibility . . . a rundown of aid to States and cities . . . page 10

making the system work

# PEOPLE IN PUBLIC SERVICE

by DWIGHT A. INK
Assistant Director for Executive Management
Bureau of the Budget

AS THE PROBLEMS of modern society have grown more complicated, so have the problems of government become far more complex. This is self-evident. It is far less evident how we can make a more complex Federal system of government respond effectively to these critical and complicated problems that beset community after community across this land.

Our social difficulties provide much of the grist for today's newsprint. During the early sixties we became far more aware of our large amount of substandard housing, the persistent pockets of unemployment, the urgent need for a major attack on educational gaps, the inadequate medical services available to the elderly and the poor. Racial tension blazed into massive riots. And as we move into the seventies, we are finally recognizing the gravity of man polluting his environment, an environment that looks increasingly precious as man explores the barrenness of space.

We have increased greatly the rhetoric directed toward these problems, and this is probably a necessary prelude to action. We have increased many fold the amount of public resources directed toward meeting our social needs. Ten years ago Federal aid to State and local governments, for example, amounted to $7 billion a year. Now it is running at about $27 billion a year. Hundreds of Federal grant-in-aid programs have emerged. Yet one is hard pressed to find an area in which the response can be looked upon as satisfactory. And in some areas we have scarcely made an imprint. We keep telling ourselves we must do more. Much more.

At the same time, we should be reminding ourselves that money is not the full answer. Our social programs are replete with examples in which funds have been provided to carry out innovative social projects but have resulted in little or no tangible results. Unfulfilled promises have undermined the credibility of public servants in the eyes of many.

Virtually all the critical urban and rural problems require an integrated attack by many departments of government at national, State, and local levels. In recent years most governmental units have been desperately trying to mount such an attack. Beset by funding uncertainties and limitations, and entangled in red tape, the attack as seen by the public has somewhat resembled the slow, trial and error motion of a gigantic amoeba. Because of their inability to respond on a timely basis, all three levels of government have been bombarded with criticism of lack of concern for people who need help.

I believe our Federal system can respond. I am convinced it has the inherent capacity to adapt to this new multifaceted challenge. But it is time to act.

The need to make our Federal system operate in such a way as to restore in the American people high confidence in their government is an important objective of President Nixon. As a part of the New Federalism, the President has

made a major commitment to streamline the grant-in-aid process, a step which will benefit all levels of government.

Over the years our grant system has evolved piecemeal so that now the $27 billion a year in grants are in hundreds of narrow categories, with more administrative requirements than anyone has been able to count. Rather than redesigning the system to keep pace with its growth, we have been trying to keep it going by patchwork repair of individual parts which break down. The system is now being reviewed in its totality, with special emphasis on moving operational details out of Washington and placing greater reliance upon State and local governments.

Communities and neighborhoods are not fragmented in the pattern of the Federal aid system. Recognizing this, progressive leadership at the local level is increasingly trying to draw upon multiple funding sources for broadly based programs in lieu of the past approach of seeking assistance from each narrow categorical Federal program on a grant-by-grant basis. As the aid system becomes sufficiently streamlined to facilitate this more effective approach, the need for close intergovernmental planning and programming increases dramatically.

Packaging of Federal funding sources for more meaningful local programs is one important way in which the Federal Government can help State and local government strengthen their capacity to provide stronger leadership in solving their own problems. The President's revenue sharing proposal is another important effort to better enable States and communities to meet their responsibilities. No doubt many will find in this "no-strings-attached" source of revenue the opportunity to provide better personnel and financial management, and better program planning and evaluation.

While a major part of the overall problem is resolving difficult issues of resource allocation and program design, equally important is the need to make far more rapid progress toward better public management at all levels of government. Too often management is the forgotten element in the equation of responsive government. Yet it is the all important element which translates ideas and dollars into results.

The New Federalism, which would bring greater responsibility to State and local governments, requires both better managers and managers with a new perspective. Men and women are clearly the ingredients out of which good management is made. Since they are the foundation on which all the other aspects of management rest, it is surprising that we so often have to remind ourselves of the fundamental character of personnel management. It is a bit disappointing to have to persuade an operating bureau head that his most important single responsibility is the recruiting, training, and retention of able people.

Especially in the case of new programs, designed and funded in haste in the hope of meeting a critical need before it reaches uncontrollable proportions, we have too often permitted the pressure of time to dictate poor personnel actions. Programs have been staffed with people who do not have enough management or administrative experience to move the program forward. Often we have failed to see the need to recruit people with more and more diverse experience as the range of public problems widens.

At the Federal level, we are recognizing more clearly that social concern and dedication of purpose are not the only qualities necessary for those chosen for positions of leadership. Firsthand experience in supervising people and managing resources is essential. For many positions we should add the factor of interdepartmental and intergovernmental activity.

President Nixon has underscored the importance of personnel management in an October 9, 1969, memorandum to the heads of Federal departments and agencies in which he stated:

"The increasing complexities and responsibilities of Government critically challenge every Federal manager. If we are to achieve our national goals we must have the kind of personnel management in Government that fully taps the creative and productive capacity of our work force. We must also be in a position to assure ourselves and the country that our personnel resources in Government are being utilized efficiently and economically."

Although specifically addressed to Federal managers, these comments would also reflect his concern for effective personnel management at the State and local levels.

Because of the inherent importance of manpower to effective government programs at all levels, the Federal Government is vitally concerned with personnel management and development problems of States and localities. At the same time we want to better recognize what Federal employees can learn from States and communities. We need people at the Federal level who understand the critical issues governors, county commissioners, mayors, and city managers are facing day after day. They need to see how Federal requirements and controls look from the vantage point of local leaders who have limited personnel resources from which to draw. Mobility of personnel among different levels of government is one of the best ways in which to gain this perspective.

In order to advance the New Federalism, in order to reverse the flow of power to Washington and make the Federal partnership of national, State, and local government work, we need capable people at each level, and we need people who know how to work effectively with their counterparts in other governmental units. Organization compartmentalism has to end, and personnel management, along with other elements of public management, has to be brought into the forefront.

making the system work

# STATE MANPOWER & TRAINING NEEDS

by FRANK H. BAILEY
The Council of State Governments

IN THE LAST FEW DECADES, State governments (and indeed local and Federal Governments) have found themselves in a position of delivering an ever increasing number of services to the public. In order to keep up with the demand for services, State government has had to arm itself with more sophisticated delivery systems. Program has become a key word, and Planning-Programming-Budgeting Systems a vogue technique to plan, manage, and evaluate those programs.

But the systems of government, in fact the very business of government itself, are no better, no more sophisticated, than the people who staff the agencies and departments and who must accomplish the difficult task of delivering the public services. Where program is only a central word in State government, manpower is the key to a viable State government. A significant measure of the success of State government in the future will be its ability to attract, recruit, train, and maintain competent professional, administrative, and technical personnel.

## COMPETITION FOR MANPOWER

State government is in a competitive market for manpower. In order to recruit the most capable people to staff its agencies, it must compete with the private sector, the Federal Government, local government, regional units, as well as quasi-governmental agencies.

Fundamentally, State government has been hard-pressed to stay in the market as far as salary levels are concerned. Since the name of the game is scarce allocable resources, States find themselves with salary problems at two levels.

William H. Robinson of the U.S. Bureau of the Budget has pointed out the general problem in a discussion of State budget offices. In an article in *Tax Policy,* he states, ". . . a number of the States are moderately competitive at the entering level, but they begin to lose their attraction at the higher levels—just as their staff members become most productive. . . . How the States keep the many good (budget) directors they now have is a mystery. If the total supply of that elusive quality called 'dedication' were to decline, the States would be in a real difficulty."

In many States, the problem is worse than the unencouraging picture painted by Robinson. There are regions in the country where States just manage to compete with one another, and are not competitive on a national basis. In these areas where allocable resources are scarce and are likely to continue to be so in the foreseeable future, the ability to attract and keep competent professional, administrative, and technical personnel is going to be increasingly difficult.

## THE JOB FOR THE STATES

At present, States have two potentially productive weapons in their arsenals to attract and retain good staff.

First, they need to be more effective in the recruiting business. As a corollary to this, in order to make employment in State government more attractive, there is a

definite need to alleviate some of the personnel problems caused by State law and administrative restrictions which tend to inhibit effective recruitment. Beyond this, States need to do a better public relations job in establishing a positive image for State government employment and in demonstrating the challenge of a career opportunity in State government.

Second, States need to do more than just scratch the surface in the staff training and career development fields for their employees. Professional staff training and development may, in fact, be the most significant agent in attempting to solve the manpower problem. But other than better recruitment and an enlarged program of career development, along with an improved system of long-range manpower planning, States find themselves with scant resources to assist in solving their increasing manpower needs.

## SALARY GAP

This is particularly true of the salary problem. State governments are going to have to take a penetrating look at the salary situation, because the gap between salaries for State employees and other employees is going to continue to get wider unless there is an unexpected jump in State revenues, an event that seems unlikely to happen.

The primary problem is that many States simply cannot get enough revenue to carry on their necessary public services and be competitive in the manpower market at the same time. Since public services are the basic business of State government, money is, as it should be, allocated for programs first and for staff salaries later.

Prospectively, the Federal Government might help fill the salary gap by providing funds through, for instance, revenue sharing provisions, which would allow State governments to compete with all other employers as far as salary levels are concerned.

However, revenue sharing is still a proposal and even if revenue sharing money were to be made available in the near future, program and services might again take precedence over salaries. For the immediate future at least, States will have to continue to struggle to improve salary scales at a pace they can justify given the enlarged need for better public services.

## DUAL STANDARD

Another aspect of the salary problem is one which the Federal Government has helped create and could also help alleviate. Avery M. Colt and Benjamin H. Renshaw in their monograph, *Manpower Problems in State Personnel Administration in New England,* discuss at great length a problem they call the "dual standard." This is not a problem confined to New England by any means.

Basically, the problem is this. The Federal Government is understandably interested in seeing that Federal grant-in-aid programs be administered as effectively as possible. As Colt and Renshaw point out, the Federal Government strongly encourages those State agencies with Federal grants "to pitch classification standards high enough to assure reasonable likelihood that any applicant who qualifies will be able to perform his duties adequately, and to establish levels of compensation at a rate high enough to recruit personnel with sufficiently high qualifications."

## HAVES AND HAVE NOTS

The term "sufficiently high qualifications" places the State under some pressure to lean more heavily on education and less heavily on experience as a substitute for education. But perhaps more important than this is the fact that State agencies with Federal grants-in-aid tend to pay higher salaries than agencies not getting Federal money.

Consequently, Colt and Renshaw state, the "result has been to create, within individual States, a 'have' and 'have not' situation among line departments, to warp uniform classification and compensation plans out of shape and to strengthen the position of federally-aided departments in putting pressure on the central personnel agency."

In other words, the result of the Federal programs has been to give the aided agencies an unequal status in State government where they are able to offer higher job classifications and more pay, as well as being able to "bargain" more effectively with the personnel agency. It should be clear that where such a situation exists and is growing, morale among the not-so-fortunate is going to be seriously affected to the detriment of the general effectiveness of State government as a whole.

## NEED FOR UNITY

As far as attracting capable people to State government is concerned, the "dual standard" is a serious roadblock to recruitment. The "have not" agencies find themselves not only in competition with all the previously mentioned employers for manpower but also in direct competition with other agencies within their own State.

Such inequities cannot continue to exist. It is understandable that a Federal agency wants to see its particular programs carried out with optimum effectiveness, but it is intolerable that it would want to do so at the expense of the overall effectiveness of State government on whom the bulk of federally-aided programs ultimately depends.

This is self-defeating from the Federal point of view. This is not to say that the Federal Government should not continue to encourage States to increase salary levels and improve employee qualification standards, but it should do so with careful attention to the needs for unity in the States with which it deals. While this would not be a panacea for State recruitment needs, it would certainly improve the climate to permit States to do a more effective recruiting job.

## STAFF TRAINING AND DEVELOPMENT

Professional staff training and development, too often neglected, could possibly be the most productive arm in a State recruitment and retention program. States vary widely in training efforts, both in terms of in-house training and utilization of outside sources of career development. Some have done a creditable job, while others have only made sporadic attempts.

There are several potential sources of staff training and development for the professional, administrative, and technical people. Within State government itself, strong consideration needs to be given to establishing broad-gauge training efforts in both the central personnel agencies and in the line departments.

## MANY OUTSIDE RESOURCES

But States can and should also take advantage of the programs (long-term as well as short-term) offered by universities, the Federal Government, professional societies, private and public interest groups, and local government. In the past, these organizations have demonstrated quite an interest in pre-service and mid-career programs for public employees. Unfortunately, States have not used them so as to obtain maximum benefit from their resources.

State government needs to avail itself of pre-service training and mid-career programs at several levels if it is truly to have a vital career development effort.

## THREE STEPS

More specifically, the States need:

- Programs to train professionals and technicians in functional technical fields, such as budgeting techniques, management techniques, and personnel administration. Such programs should include pre-service courses designed to acquaint the recruit with the basic tools of his field, and in-service courses geared toward keeping the more experienced staff members abreast of new concepts in their disciplines.
- Mid-career programs of various kinds oriented toward giving management personnel some grasp of administrative theory and practice, organization theory, as well as some fundamentals of communications and behavioral skills.
- Development programs which focus on offering a broader perspective of central policy and management problems. Such programs should encompass the complexity of intergovernmental relationships, the environment in which all governments must operate, and the academic disciplines that are involved in solving constantly emerging public problems.

A professional staff development and training effort that offers well-planned and coordinated combinations of these types of programs would ease considerably a State's manpower recruitment and retention crisis. Properly used, such a series of development programs would increase the confidence, competence, and effectiveness of individual staff members and thereby improve State government as a whole. Moreover, morale and job security would be immensely improved, making recruitment and retention much easier for the State.

## FEDERAL EFFORTS

It is quite encouraging to note that the Federal Government is devoting more of its resources and time to the career development field. More Federal money is being made available to States to conduct staff training programs in various areas, such as welfare, housing, and personnel administration.

The Federal Government is offering a wide range of technical assistance programs that are potential sources of aid to States in the training field. Also, some Federal agencies have begun to open a few of their own training courses to State personnel at all levels. More effort by the Federal Government in these areas is needed and will be welcomed by the States as a valuable aid in solving their manpower problems.

## IN CLOSING

In closing, perhaps a special word should be said about legislation to provide an innovative program presently before Congress, the proposed Intergovernmental Personnel Act.

The Act is designed, among other things, to offer grants to States for programs or projects to improve personnel administration; to allow State employees to participate in Federal programs for its own professional, administrative, and technical staff; to offer grants to States for up to two years of post-entry graduate study for State staff people; to permit grants to nonprofit organizations for training all levels of personnel; and finally, to permit assignment of Federal employees for up to two years to other jurisdictions, while at the same time authorizing assignment of State and local employees to Federal agencies.

A comprehensive program of this type would provide invaluable assistance to States in dealing with their manpower problems. Only with such a cooperative effort among all levels of government can we avoid a manpower gap of truly crisis proportions.

making the system work

# QUALITY MANPOWER IN THE CITIES

by Mark E. Keane
Executive Director
International City Management Association

ONE OF THE GREAT ISSUES of the coming decade will be the management of our Nation's cities. Revenue sharing, without question, will become law within the next few sessions of Congress. And space-age technology will be turned loose to tackle age-old urban problems. These emerging realities will focus most naturally on the cities' ability to manage—and the ability to manage will be a key factor in the success that revenue sharing and technology transfer will achieve in moving our cities to a higher level of service and dignity.

## KEY ISSUES

The 1960's provide keen insight into the kind of urban world there will be to manage in the seventies. A look at a few key issues that dominated the past decade can be useful in building a viable response for the years ahead.

The racial dilemma will continue to dominate the urban scene although we certainly are better equipped to meet that challenge than we were just ten years ago. In 1960, local government generally had not even acknowledged that there was a problem. The Municipal Manpower Commission report, issued in 1962, devoted nary a word to the employment of minority members within the municipal ranks. The blanket of racial complacency that shrouded the early sixties was angrily ripped away in city after city. Community leaders can no longer ignore this issue. We are better equipped to cope with social and economic injustice because we have, in most communities, faced it squarely. This is not to suggest that the problem is no longer with us. It is—and must be—high on the municipal priority list.

Another issue that emerged out of the sixties to confound many in city hall is collective bargaining with employee groups. In spite of giant strides in recent years to close the gap between employment benefits in the private and public sectors of our economy—municipalities continued to maintain an uncompetitive stance. Sheer loyalty and the willingness to maintain a public servant posture has now given way to growing militancy among many local government employees. Managing the affairs of city hall these days is not too unlike trying to keep the men in the mines in the thirties. It's an issue that grew in the past decade and will continue to capture the attention of public officials for years to come.

Still another issue of considerable magnitude that dominated headlines and caused consternation among our cities' leaders in the sixties was participatory democracy. Citizen participation in the decision-making process added a new dimension to the democratic way of life and a new element to the urban administrator's daily routine. For many demanding groups this approach got results. For all, it provided a new tool for fighting city hall. Past successes will assure the continuation of citizen participation in decisions that affect our cities, counties, and towns.

Another important issue of the sixties and perhaps the biggest that will face local public service in the coming years is the relationship between man and his environment. The public's angry concern has already goaded many politicians into declaring this the chief task of the seventies—and perhaps for the rest of the century.

Social and economic justice for all, employee unrest, increasing citizen involvement, and a ravaged environment—these are the key issues that local government now faces. They will share the scene with other tough problems, not the least of which are rapid growth, tight money, soaring taxes, increased mobility, and a manpower shortage such as local government has never before experienced.

## THE MANPOWER DILEMMA

For some years now the spotlight has been focused on the manpower dilemma in local and State government.

President Johnson in his March 17, 1967, message to Congress on *The Quality of American Government* stated:

"Nowhere is the magnitude of governmental manpower greater and the accompanying challenge more critical . . . than at the State and local levels. Consider the following: Between 1955 and 1965 employment in State and local governments increased from 4.7 million to 7.7 million or 4 times the rate of growth of employment in the economy as a whole. By 1975, State and local government will grow to more than 11 million.

"Each year, from now through 1975, State and local government will have to recruit at least one quarter of a million administrative, technical, and professional employees, not including teachers, to maintain and develop their programs. Those statistics show that State and local governments are flourishing as they never have before. But they also contain a clear signal that in the chain of Federal-State-local relationships, the weakest link is the emerging shortage of professional manpower."

According to a recent *Wall Street Journal* article, the manpower issue has not diminished. It put employment in the local and State public service at "about 11 million people and . . . looking for another million or so." Don Bowen, executive director, American Society for Public Administration, was quoted in that article as saying that "State and local governments are seeking to hire about 250,000 administrators . . . nearly 20 percent of the total number of such jobs."

Whether the need is that great is debatable—but no one will disagree that the problem is monumental. Staffing our local government units with an ample supply of competent and creative talent is, without question, the keystone to building a better tomorrow. Social unrest, growing employee militancy, and mind-boggling environmental crises will never be resolved successfully if local government is not strong and responsive.

## STUMBLING BLOCKS

Unfortunately, there are some tremendous stumbling blocks that have hampered, and will continue to hamper, local government's search for quality manpower if not corrected. Some of the more serious stumbling blocks are: Local government's poor image, particularly to the young; low key and noncompetitive recruitment policies; salaries and fringe benefits that simply do not measure up to the competition offered by the private sector—or by Federal employment; a dearth of graduates in public administration, and related fields of study, with career goals in local government; the problem of matching talent to jobs; a need for responsive and flexible local government personnel systems—particularly as they apply to lower echelon jobs; and finally, the lack of comprehensive training programs that can (1) upgrade present employee capabilities, (2) successfully prepare new employees for responsive careers in the local public service, and (3) utilize the underdeveloped manpower pools that have tended to drain—rather than sustain—our fiscal and social resources.

There are no easy solutions to these key issues. They persist and their elusive and complex character suggests that local government cannot solve them independently.

## THE FEDERAL RESPONSE

While there is much that local government can do—and should do—to assure quality response to these issues, it must seek cooperative involvement from the State and national level of our democratic process. While there isn't time to explore the universe in this article, we can look to the Federal Government for two things: (1) clues to their success in building a viable and responsive organization, and (2) legislative programs that hold promise for a brighter manpower future at the local level.

The image of Federal employment appears to be better than that of local government in spite of some obvious drawbacks, not the least of which is size. That image has been nurtured over the years by a positive public relations program on Federal employment, frequent contact with the academic community and its student clientele, competitive recruitment policies, great flexibility of career movement within the system, pay scales that compare favorably with the private sector, excellent comprehensive fringe benefits, and extensive career development opportunities for personal growth on the job.

If you want to define a common thread of difficulty that runs through each of the above crucial pieces of the employment package as they apply to local government, it would be money. Local governments have not had the capability to respond collectively to broad issues like image and recruitment nor have they seen fit to emulate their major competitors to attract the qualified manpower they desperately need. While the problem penetrates all levels of the local public service, I see it most dramatically and often with the chief administrative management executives our Association represents.

The following scenario is not uncommon but dramatizes the dilemma of local government in attracting and retaining bright young men and women. A highly qualified 32-year-old city manager with 10 years of local government experience and a master's degree under his belt got fired recently in a politically motivated move by the city fathers of the community he had served for about 3½ years. In those 10 years he developed no vesting in retirement, neither asked or received any assurance of tenure, and was eligible for 2 weeks' vacation a year but hard pressed to find time to take it. He had no assistant to mind the shop when he was out of town and consequently had little opportunity to advance his own professional development.

When he got the axe there was no severance pay or unemployment compensation to tide him over to another job in another city. Not surprisingly, he has left the profession, lured into private business by a starting salary nearly 50 percent in excess of his final annual rate in the local public service. The top of the range for his

new job is about what he would make if he were to take on New York City as an urban management challenge. In addition, the new job offers stock options, liberal medical and insurance plans paid wholly by the corporation, friendly warnings not to go less than first class on company business, and a retirement system that would make most aging city managers drool.

The point, of course, is this—local government is not competitive with the private sector of our economy for quality talent nor can it match the Federal Government in programs to attract the manpower needed now. That competitive edge must be overcome or the role that now emerges for local government in the seventies will turn from hope to disaster.

While much of what ails local government in the manpower area can be overcome only by monumental infusions of hard cash, there are some opportunities that have emerged through new legislation and intergovernmental cooperative ventures that should be exploited to their fullest.

## ENCOURAGING DEVELOPMENTS

The most encouraging development is the passage of the Intergovernmental Cooperation Act, which opens many doors to local government for Federal assistance in the areas of personnel management and training. In a sense, the act is a sleeper. The United States Civil Service Commission, the agency best able to respond, is not well known to municipal officials. And there is reason to suspect that most city administrators, who would ultimately make the recommendation to use Civil Service Commission programs, not only do not know the scope of services available but have serious reservations about any involvement with the Commission. This reaction would not be in response to any past action by the USCSC but would be a prejudice that has developed over the years in working with local—oftentimes autonomous and rigid—civil service commissions. There would be simply a transfer of identity.

While the image and the general lack of knowledge about the U.S. Civil Service Commission at the local level is the primary factor in limiting immediate response to the services offered under the Intergovernmental Cooperation Act, there is some question, in my mind, of the adequacy of the Commission's resources to meet the needs of local government if local agencies begin to take advantage of its provisions. It would seem that an order of priority would necessarily evolve. There is need at this point in time for serious dialogue between key public interest groups representing local constituencies and those responsible in the Federal system for providing delivery of services under ICA. Much must take place before the full impact of ICA can be felt in city hall.

There are other important Federal programs that can make significant contributions to the manpower demands of local government if enabling legislation is ever passed or authorized programs funded. Already law is the Education in the Public Service Act but it remains merely a paper tiger with not a penny budgeted for implementation. The significance of this act needs to be more fully recognized by those with funding authority.

While the local public service desperately needs qualified administrative, technical, and professional personnel, there are still very few financial aid programs available to students studying toward careers in local government. Ironically, the Federal Government heavily subsidizes research and education in practically every other major field of national endeavor—from agriculture to defense. The sixties were punctuated by numerous task forces on the urban malaise—hopefully the seventies will see a commitment of more than rhetoric. A good place to start would be with the all-important Education for the Public Service Act.

Finally, the legislative arm has been considering for the past several sessions a bill that could have significant impact on the total manpower issue in local and State government—specifically, the proposed Intergovernmental Personnel Act. It passed the Senate in one session of Congress and then died. It has passed the Senate again and is now apparently being given low priority in the House. Its broad-gauge support of personnel functions in local government could define a new era of grassroots response to critical national issues that are wedded by circumstance to locale. So there are, in fact, laws and pending legislation that can begin to close the gap that has long existed between the viability of local government as an employer and those institutions, both private and public, that compete with local government for the most basic natural resource—personnel.

While these key legislative efforts are important, there are steps that can be taken now by local government to respond to the root cause behind the manpower crisis. The Federal Government—with its responsive and adaptive personnel system—can lend valuable assistance and advice to move local government toward a higher order of achievement on manpower issues.

The manpower problems of local government are great but the creative response that has characterized local government on other emerging issues gives assurance that this crisis can be won.

The dire lack of fiscal resources and the inability to bring much more from the local taxing system have finally been recognized by those with the power to change things. Revenue sharing, without question, will emerge, within a few years, as a Federal response to the urban crisis and all its complexity. For that redirecting of national resources to be truly effective we must design and construct a management response that is second to none. The key to viable local government in the seventies is, above all, quality manpower—in sufficient quantities to make the difference.



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making the system work

# THE FEDERAL RESPONSIBILITY

by Nicholas J. Oganovic
Executive Director
U.S. Civil Service Commission

FEW DOUBT THE CRUCIAL importance of public manpower to effective government, and few miss the impact of the current public manpower crisis. It is also generally agreed that the Federal Government shares responsibility for the creation and hence the alleviation of this problem.

In harmony with the principles of New Federalism, the Federal Government is committed to helping State and local governments solve their manpower problems, and is acting to meet this commitment. Not too well known, though, are the many different forms that Federal aid is now taking and what is being done to fashion new tools which could increase the scope and amount of Federal personnel management and training assistance.

The rapid growth during the past several years of Federal financial support to States and localities in the form of grant-in-aid programs has made, among other things, a substantial impact on the training and development of State and local government employees who administer various federally-aided programs. Federal grant-in-aid programs make available, in a variety of ways, funds which may be used for training eligible State and local government personnel and, to a lesser extent, for meeting other personnel management requirements.

## GRANT PROGRAMS IN GENERAL

Representing the largest amount of training assistance, taken as a whole, is the financial help for in-service training which almost every grant program provides, regardless of its basic function, under the general heading of administrative support.

The amount of Federal financial assistance for training provided in this manner is substantial. For example, the various public assistance programs of HEW, funds from which can cover 75 percent of the costs of necessary staff training, will provide during fiscal year 1970 over $35 million in Federal funds for training State and local employees working in public assistance programs. At the same time, the delivery of this kind of assistance overall is somewhat fragmented, uneven, and inflexible in that its authorization and use are tied to specific grant programs and it generally applies only to those State and local employees who are administering the specific grant program.

## TRAINING GRANT PROGRAMS

A second important type of financial assistance for training consists of the Federal grant programs which have as a major objective the training and education of certain State and local government employees. Best known of these are HEW's Community Service and Continuing Education Program and HUD's Community Development Training Program. The former, often referred to as the "Title I program," frequently involves cooperation between State and local units of governments and colleges and universities in carrying out training programs related to important governmental needs. "Title I" is also used to

strengthen the training capability of educational institutions so that they will be better able to serve State and local units of government.

The HUD program, commonly known at the "Title VIII program," is specifically intended for training State and local personnel now working in community development and urban-needs-related programs, and persons intending to work in these programs within the public service. In fiscal year 1970, approximately 35,000 persons will be trained under the Title VIII program.

"Title I" and "Title VIII" are efforts by HEW and HUD, respectively, to support (a) training of State and local government employees which will strengthen the public service resources of such governments in numerous key program and subject-matter areas; and (b) training for many different categories and levels of employees, such as administrative, professional, technical, and subprofessional. These two programs, therefore, provide for States and localities the most flexible and widely applicable Federal financial assistance for training now available.

## GENERAL MANPOWER DEVELOPMENT PROGRAM

Another, though less direct, source of Federal financial assistance that might be utilized in meeting State and local government manpower problems consists of various grant programs, ranging all the way from vocational education to traineeships for professional public health personnel, which are oriented toward general manpower development but are often available and appropriate for the development of certain State and local employees. Such grants are generally awarded to an appropriate educational institution rather than to a unit of government. The eligible trainees include persons not in the government service, and the training is generally in a specifically defined professional or technical field.

## BUDGET BUREAU CIRCULAR NO. A–87

A new and promising assistance tool which supplements and complements grant-in-aid assistance has been provided in the form of Bureau of the Budget Circular No. A–87, May 9, 1968, "Principles for determining costs applicable to grants and contracts with State and local governments." Although the circular is based for the most part on previously existing principles and practices, it does several important things because of its Government-wide application.

First, it tells the grantee what specific direct and indirect costs may be incurred and paid from Federal grant funds in administering almost any Federal grant program. Training which directly or indirectly benefits the grant program concerned is specifically included as an allowable cost under Circular A–87.

Second, it establishes that costs may be either direct or indirect. The latter type may include costs of services obtained from another State or city agency such as, for example, the central personnel or training departments of the jurisdiction.

Third, Circular A–87 provides that the grantee can recover the *full* amount of allowable direct and indirect costs rather than an arbitrary lesser amount.

Although Federal, State, and local agencies are moving ahead to take advantage of its provisions, Circular A–87 has yet to realize its full benefits in strengthening the administration of grant-in-aid progams.

## FINANCIAL HELP FOR PERSONNEL MANAGEMENT

Improvements in general personnel management and administration at the State and local government levels are also supported by Federal financial assistance. For example:

- HUD's Urban Information and Technical Assistance Program (Title IX of the Demonstration Cities and Metropolitan Development Act of 1966) can be, and is, used for improving the personnel management capabilities of small communities.

- The Omnibus Crime Control and Safe Streets Act of 1968 provides that law enforcement grants may be used for recruiting (and training) law enforcement personnel.

- Personnel management costs are also considered as appropriate administrative costs under certain grant programs. BOB Circular No. A–87, mentioned above, specifically applies to personnel administration and related costs such as for recruitment, examination, classification, establishment of pay standards, employee fringe benefits, and occupational health.

## TECHNICAL ASSISTANCE AND TRAINING

To complement its financial help, the Federal Government cooperates with State and local governments in two other major ways. It provides technical assistance in improving personnel management, and it trains certain State and local employees. Several Federal agencies such as HEW, Justice, and Labor supply training to their counterparts in State and local government.

## OFFICE OF STATE MERIT SYSTEMS

The Office of State Merit Systems, HEW, is perhaps the best known provider of technical assistance in personnel management. This office provides technical assistance, as well as certain kinds of training, to State and local agencies that, because of carrying out federally-aided grant programs (such as public assistance and child welfare, public health, mental health, employment security, and civil defense) are required to base their personnel systems on merit standards. A variety of assistance is provided, including field consultation to personnel agencies, a clearinghouse for personnel policies

and practices, cooperative examining programs and research projects, and training in significant personnel administration subjects. This program demonstrates the Federal Government's recognition that sound personnel practices are important to the success of basic programs.

## INTERGOVERNMENTAL COOPERATION ACT

Technical assistance for States and localities received a major stimulus with the passage of the Intergovernmental Cooperation Act of 1968. Title III of the ICA authorizes Federal agencies to provide, upon request and reimbursement, personnel management and training assistance (as well as certain other kinds of technical assistance) to State and local governments.

Title III was particularly significant for the U.S. Civil Service Commission in that it enabled the Commission to make available for the first time a significant, although still quite modest, amount of training and personnel management assistance to States and localities. During 1969 the Commission trained over 1,600 State and local employees in its major curriculum areas of general management, financial management and PPBS, ADP management, personnel management, and communications and office skills. The number of State and local personnel being trained each month is increasing. The Commission also makes available to State and local governments recruiting and examining services and consultation on other aspects of personnel management.

Title III of the ICA will no doubt enable and stimulate many Federal agencies, in addition to the Commission, to help States and localities with their critical public manpower problems. In response to this, the Commission has formed an Interagency Advisory Group Committee on *Personnel Management and Training Assistance to State and Local Governments,* a major effort of which will be to stimulate even greater concern for State and local governmental manpower problems which affect the sound administration of grant-in-aid programs, and to find better ways to solve them through cooperation by all levels of government.

## FUTURE OUTLOOK

Three programs of great potential significance in helping meet the public manpower needs of States and localities—two already legislative realities, the other passed by the Senate and now under consideration in the House—dominate the scene as we look at the probable future assistance efforts of the Federal Government.

## THE PSC PROGRAM

The Public Service Careers Program (PSC), administered by the Department of Labor with funds provided through Title I–B of the Economic Opportunity Act and through the Manpower Development and Training Act, is a legislative reality and its implementation is now underway. PSC offers States and localities, as well as the Federal Government, a means by which they might significantly improve their personnel management and training capacity.

First, PSC will focus on modernizing personnel systems in harmony with merit principles and on eliminating ineffective and counter-productive personnel techniques such as discriminatory hiring practices, unnecessary and unrealistic entrance requirements, obsolete personnel rules and regulations, and outmoded job structures. While this will have a particularly salutary effect on providing job and career opportunities for disadvantaged persons, it should also result in overall improvement of an agency's personnel management program.

Second, there will be a heavy emphasis on training and upgrading employees with disadvantaged backgrounds. Here, too, while individual employees will be the prime beneficiaries, the employing agency will also be strengthened on a long-term basis because of the new skills and increased competence of its employees.

## PACE MAKER

PACE MAKER (Public Agency Career Employment Maker) is a two-part $6 million program recently launched by the Office of Economic Opportunity in collaboration with the National Civil Service League. Like PSC, PACE MAKER's major objective is to improve and strengthen State and local personnel systems in order, among other things, to facilitate employment of the disadvantaged, and will be closely coordinated with PSC.

Under Part I of PACE MAKER, the League provides technical assistance to States and localities, identifies personnel practices and procedures which deter public employment of the disadvantaged, and conducts a research project to develop priorities for using the bulk of PACE MAKER money under Part II.

Part II is a matching grant program to assist State and local governments in revising their personnel systems.

## THE PROPOSED IPA

The Intergovernmental Personnel Act of 1969 was passed unanimously by the Senate on October 27, 1969, and is now under consideration by the Special Subcommittee on Education in the House. Although the amount of funds likely to be appropriated for the IPA would be small in relation to the total amount of money now available via the many current grant programs, the IPA would meet an essential need by filling in the major gaps now present in the total Federal effort to help States and localities with their most critical personnel management and training problems. The IPA would also serve to bring about a more coordinated use of the numerous forms of Federal personnel management and training assistance now in existence.

In terms of financial help, the IPA would authorize personnel management improvement and training grants to States and localities. The most significant features of the IPA grant programs are that:

- The general personnel management improvement grants would be the only grants of this kind available from the Federal Government in that they could be used to improve general personnel management and services at State or local levels of government and not just in a few selected grant categories.

- The training grants would be primarily used for filling major gaps not covered by existing programs. Special emphasis, for example, would be placed on training administrative, technical, and professional staff in the so-called core management functions such as general administration, budget, accounting, auditing, data processing, and personnel administration.

- The grants would be designed to assist the *chief executive* of a State or local jurisdiction to obtain the quality staff and the effective personnel systems necessary to meet his executive responsibilities in managing grant-in-aid and other key programs.

- The grants would be designed to encourage Statewide programs of better personnel management, thereby stimulating both administrative cooperation and personnel mobility between the State and local units of government and among the local units.

The IPA would also tend to unify and enhance the Federal Government's overall technical assistance efforts in personnel management by transferring to the Civil Service Commission the State personnel merit system functions now being performed by the Office of State Merit Systems at HEW. It would facilitate intergovernmental assignments of needed technical personnel between Federal agencies and State and local agencies. It would give one agency in the Federal Government—the Civil Service Commission—general responsibility for coordinating the various forms of personnel management and training assistance available to States and localities from the Federal Government.

## QUEST FOR EFFECTIVE GOVERNMENT

The Federal Government has recognized that the results achieved by each of the many programs assisted by Federal funds depend very greatly on the competence of the State and local government employees engaged in such programs. In cooperation and consultation with its State and local partners, it is doing something about it. By sustaining this high degree of interest and concern, by filling certain critical gaps in its overall assistance efforts, by better coordinating the various aspects of its total efforts, and by working closely with State and local governments, the Federal Government can, we are confident, make a solid contribution in this quest for effective government and responsive service to the public.

# EQUAL EMPLOYMENT OPPORTUNITY

## CSC ISSUES GUIDELINES FOR EEO AWARDS

Executive Order 11478, issued by President Nixon on August 8, 1969, directs agencies to undertake far-reaching positive actions to attain equal employment opportunity. In an accompanying memorandum to the heads of Federal departments and agencies, he endorsed a report from CSC Chairman Hampton which provides, as an important feature of the new EEO program, for recognizing and rewarding Federal managers, supervisors, and employees who make significant contributions to extending equal opportunities for employment.

In Federal Personnel Manual Letter No. 713–14 of January 12, 1970, the Commission issued specific guidelines to assist agencies in developing plans for administering the new awards.

The guidelines provide that the procedures for granting the new honorary awards be an integral part of each agency's Incentive Awards plan, with the headquarters of the agency issuing the instructions. Close coordination between agency EEO administrators and awards officials is essential to assure that the new program fully complements the planned EEO efforts of the agency.

Since honorary recognition in equal employment opportunity is brand new to the Incentive Awards program of most agencies, the guidelines go into some detail on possible categories of award recipients and criteria for selections. Stating that selections should be limited to persons making significant contributions, the guidelines discuss contributions made by employees within four broad groupings.

*Supervisors* at all levels of supervision and management have the key responsibility and perhaps the greatest influence in helping to attain the goals of equal employment opportunity. To qualify for honorary recognition, a supervisor should excel in achieving the effective utilization of employee skills, in demonstrating sensitive treatment of all employees, and in motivating employees through direct encouragement and assistance to develop their full potential. The supervisor who recognizes the individual needs and abilities of his employees and who helps them to qualify for immediate and future advancement through effective, planned, on-the-job training would merit recognition in this category.

*Persons within programs, projects, or activities which have EEO implications* can accomplish much to make the ideal of equal employment opportunity a reality. This category would include persons whose work is not specifically EEO oriented, but whose superior accomplishments in training, recruitment, or other activity advances equal opportunity in Government. Among those deserving recognition would be a person who is successful in working with educational institutions to encourage qualified minority group persons and women to apply for positions where few such persons are now employed. Another possible candidate would be a person who provides excellent leadership and creativity in developing successful training programs for lower grade and underutilized employees.

*EEO program leaders*—EEO officers, EEO counselors, and Federal women's program coordinators—are among the most valuable contributors to the EEO effort. Deserving consideration in this category would be a person whose leadership in the development and implementation of an EEO action plan led to significant improvements in the Federal EEO program. Another example would be a counselor who successfully encouraged and assisted employees in planning and attaining occupational training, and educational or career goals, related to the needs of the individual, the agency, and the Federal service.

*Employees who contribute significantly to EEO goals in non-Federal activities* will not be overlooked in the selection process. Award recipients in this group could be persons who have made outstanding contributions in community actions which helped to break down barriers to Federal recruiting efforts. Such activities might include working to provide equal opportunity in housing, adequate transportation, and child day care centers. Persons making exemplary contributions to economic opportunity programs like the neighborhood youth corps would also merit consideration.

Honorary awards in equal employment opportunity will demonstrate to agency employees the value which management places upon extending equal opportunity to persons already within the Federal service as well as to those seeking employment. The awards will also serve to focus attention upon the objectives of EEO as strengthened and given new direction by President Nixon. And finally, publicizing the award recipients, their accomplishments, and the impact which their contributions have had upon others will demonstrate that the equal employment opportunity program has become, in the words of CSC Chairman Hampton, "effective in terms of visible and measurable results."

*—James Frazier, Jr.*

# LABOR-MANAGEMENT RELATIONS

## THE ABC'S OF E.O. 11491

Speaking to the conference on Federal labor relations of the Federal Bar Association, on January 19, 1970, Robert E. Hampton, Chairman of the U.S. Civil Service Commission and the Federal Labor Relations Council, outlined what he called the ABC's of the new Federal labor relations program. This program, established by Executive Order 11491, went into effect on January 1, 1970.

Mr. Hampton said that a full understanding of the order warrants a review of what might be called its "ABC's"—Accountability, Balance, Continuity, and Clarity.

"*Accountability* may be the most important," he said. "The lack of third-party process and final decision-making meant in the past that neither party really had to be accountable for its actions. Where there is no accountability, there is little incentive to act responsibly. Under the new order one party no longer can say, 'I really didn't mean what I agreed to,' nor can the other party ignore negotiated procedures by making end-runs to headquarters, to the press, or to the Congress. We would be naive to believe that arbitrariness or end-runs will be wholly eliminated by the new order. We do expect them to be sharply reduced as the third-party procedures take effect and the publicity deriving therefrom makes agencies and unions accountable for their actions.

"Better *balance* appears in the order in a number of ways. For example:

- Third-party procedures are available for both parties, and both parties stand equal in their opportunity to prevail on an issue and their responsibility to be bound by the final decision.
- The right of management to determine its own staffing patterns is balanced by the union's right to negotiate the policies and procedures management will apply in assigning employees to particular shifts, in assigning overtime, and so forth.
- In determining appropriateness of units, the employees' community of interest is balanced with other concerns—important to management and the public—that the unit desired will promote effective dealings and efficiency of agency operations.
- The obligation to negotiate in good faith is placed equally on both parties.

"There are many more examples, of course. But, overall, the intent is to insure balance in the rights and responsibilities of the parties.

"*Continuity* is seen in the carrying forward of existing exclusive units and negotiated agreements, and in the provisions for phasing out formal and informal recognition over an extended period of time. The order will not cause much disruption in stable relationships already established; indeed, they remain unchanged in most respects, and where they are changed, they should be improved. Ample transition time is provided for both agencies and unions to make necessary adjustments.

"The *clarity* I spoke of also appears in many ways. For example:

- The order is easier to read and understand; it is well organized and says what it means.
- It contains specific definitions on matters not previously defined.
- It speaks forthrightly on what has been the confused status of supervisors.
- It speaks forthrightly on the prohibition of mandatory union membership or payments in lieu of membership.
- It speaks forthrightly on the status of guards and employees engaged in administering a labor-management relations law or the order.

"I could go on, but these should suffice to highlight my point about clarity; there should be fewer gray areas hereafter, and where disagreements do arise the Council is available for further clarification."

Chairman Hampton also commented on the philosophy of Executive Order 11491. "I have heard and read a number of comments concerning its similarities to and differences from private sector practices," he said. "Some say it has moved too far in the private sector direction and that we have failed to see the significant difference in the public sector; others say it has not moved far enough, that essential elements of collective bargaining such as the right to strike, union security, and full scope of bargaining are missing. The truth is that in our best judgment Federal experience does not warrant an approach identical with that of private industry. The changes from Executive Order 10988 reflect an updating of the program to deal with the special problems and experiences in the Federal system. While many matters dealing with unit structure, recognition, and union rights and responsibilities are common to both the public and private sectors—and are so reflected in the order—many other matters, particularly in the negotiating process, are not the same and require an approach tailored to Federal needs and experiences."

*—Tony Ingrassia*

# Salute to Progress

## Civil Service Retirement System 1920–1970

by Andrew E. Ruddock
*Director, Bureau of Retirement, Insurance, and Occupational Health*
U.S. Civil Service Commission

IN 1920, following years of struggle and controversy, Congress passed the Civil Service Retirement Act. President Wilson signed the measure on May 22 as union representatives, Government officials, and employees congratulated themselves and each other on the hard-won victory. Today, 50 years later, congratulations are again in order—this time for past as well as expected future performance.

Established, in the words of Fiorello H. LaGuardia, then a Member of Congress, as "a matter of justice to the employees and as a matter of efficiency to the Government," the civil service retirement system has pioneered in the pension field and importantly influenced development of other pension plans throughout the Nation.

Predating the social security and railroad retirement systems as well as all except three of our State systems, it is today vital, vigorous, and responsive to the changing temper of the times. Every Congress introduces scores of bills dealing with retirement and every Congress since the 66th, which created the system, has modified it. Al-

## MESSAGE FROM CSC CHAIRMAN

**On May 22, 1920, President Wilson approved Public Law 215, 66th Congress, "An Act for the retirement of employees in the classified service, and for other purposes." This year, 1970, marks the 50th anniversary of the enactment of this landmark legislation and the establishment of the civil service retirement system.**

**The system has never been more vital, more prestigious, and more dynamic than it is today. As an integral part of our overall personnel system, it is now more than ever contributing effectively to good working conditions and good government.**

**The retirement program has had its problems. With the recent enactment of the improved financing provisions of the Daniels-McGee civil service retirement amendments of 1969, a particularly perplexing one is now behind us. The same law also corrected another serious shortcoming of the system by making benefits available to survivors of deceased employees with as little as 18 months of service.**

**While these changes were solid accomplishments, there are no grounds for complacency. Some big challenges still lie ahead. The overriding problem of the future will be simply one of accommodating to the dynamism which characterizes today's society—a dynamism which will inevitably have a significant impact on our present retirement philosophy and practices.**

**I am optimistic about the ability of our retirement planners to meet these challenges. I predict with confidence that the civil service retirement system will serve employer and employee even more effectively in the future and will continue to be a showcase program for other jurisdictions and for employers in the private sector.**

**At age 50 the retirement system is old—but not tired!**

**ROBERT E. HAMPTON**

most without exception, the modifications have been to make it more liberal for the employee.

### THEN AND NOW

Extremely flexible in terms of the options it makes available to employees, comprehensive in terms of the kinds of benefits it provides, and generous in terms of the level of benefits it assures those who work a full career in Government, the system now bears only slight resemblance to the original.

The 1920 model provided only for mandatory and disability retirement of employees who had completed at least 15 years of Federal service. It offered no survivor benefits at all, and paid a maximum annuity of $60 a month to employees with 30 years of service (a minimum of $15 was assured those with 15 years of service).

The 1970 model provides, in addition to old age (mandatory retirement) and disability benefits, immediate "discontinued service" benefits which can go to people not yet out of their forties. It also provides a deferred annuity right to those who complete as little as 5 years of service and leave before they reach retirement age, and optional retirement benefits for others who, as early as age 55, simply choose not to continue working for the Government.

Although not coordinated with social security, today's model provides survivor benefits—beginning after only 18 months of service—to help meet some but not all of the broad social objectives that social security serves for most of the Nation's non-Federal work force.

In contrast to the 1920 statutory maximum of $60 a month, some (a very few) of today's annuities exceed $2,000 a month and there is no statutory dollar maximum. The 1920 retiree was paid the same amount month after month until 1926, when Congress authorized a modest increase. In 1969 alone, annuitants received two separate cost-of-living increases, raising annuities by 9.1 percent—and we appear well on the way to another increase this summer.

The 1920 law required employee contributions at 2½ percent of basic salary and authorized the Secretary of the Treasury to invest these funds at interest and to accept donations or other moneys "which may be contributed by private individuals or corporations or organizations for the benefit of civil service employees generally or any special class of employees." Without requiring any Government contributions or making any appropriations other than for administrative expenses, it directed the Secretary of the Interior (whose department administered the law through the Commissioner of Pensions) to submit annual estimates of the appropriations required to continue the law in effect. Annuities were actually paid entirely from employee contributions for the first 8 years, with Government making its first contribution through an appropriation for the fiscal year 1929.

Today, employees contribute 7 percent of their basic

pay (Congressional employees contribute 7½ percent and Members of Congress 8 percent), appreciably more than employees in most other contributory systems, and their agencies contribute matching amounts on a current basis. Government is responsible for providing, under a complex formula established by 1969 amendments to the retirement law, any remaining funds required to maintain financial stability of the system.

The 1920 retirement system covered about 330,000 employees in the classified civil service, 58 percent of Government's civilian work force. Today's model covers 2.7 million active employees, about 9 out of 10 of all civilians in the executive, legislative, and judicial branches.

On August 20, 1920, the day that retirement first became possible, 4,000 employees retired. Before the fiscal year ended, the number totaled 6,767. Many of them were in their eighties and some in their nineties. Their average annuity benefit was $568 a year.

Between 50,000 and 55,000 employees retire each year now. Their average age is around 60, and their annuity exceeds $3,600 a year. The average annuity of the person who retires today with 30 or more years of service exceeds $6,600.

More than 1.5 million people, over a fourth of them survivors, have received annuity benefits from the system through the years, and we are now servicing an active roll of more than 925,000 annuitants. Annuity disbursements total $2.6 billion a year—with significant impact on the national economy as well as the economic well-being of the individual recipients.

## HOW IT HAPPENED

A retirement system of this kind and scope did not "just happen," nor did it come about simply because employees thought that it might be nice to have a pension plan.

Passage of the Retirement Act was a direct and inevitable, though delayed, result of the passage of the Civil Service Act some 35 years earlier. Once a system of competitive appointment with tenure was established and the spoils system brought under control, the civil service began to age peacefully.

Despite the Civil Service Commission's early protestations that the merit system provided for dismissal for inefficiency and was not responsible for the problem of "superannuation," the superannuated were not dismissed because Government could not simply dump them into the streets with no resources. Born too soon for social security, lacking any kind of staff retirement plan, and unable to save enough to provide for their old age, employees clung to their jobs until separated by death.

Departments did the only thing they could do: They retired employees on the job, usually with full pay, "out of pure humanity and against all reason." The quotes are those of Secretary of War Newton D. Baker who told the Senate Committee on Civil Service and Retrenchment that this "leads to the clogging up of the service; it discourages and dispirits those already in the service."

The Secretary of the Interior reported that 10 percent of all employees in one of his Bureaus were veterans of the Civil War—which had ended 55 years earlier—and that the general situation was "pitiful."

The Secretary of Labor minced no words: ". . . it would seem to be high time to recognize the fact that the executive departments have a pension roll whether they like it or not, and that it is the most expensive, cumbersome, and in many ways inhuman sort of a pension system. What I refer to here is the water-logged payroll, which in all essentials produces a pension system without the retirement."

The Civil Service Commission, which as early as 1889 recommended some kind of retirement plan, testified that "A retirement law is urgently needed in the interests of efficient public service."

They were testifying on the Sterling-Lehlbach bills, companion measures introduced in the spring of 1919 by Congressman Frederick H. Lehlbach of New Jersey and Senator Thomas Sterling of South Dakota, who saw the measure become law 1 year later.

The argument that a sound retirement plan would promote efficiency in Government finally tipped the scales for a retirement system specifically designed to remove from the active work force, in a socially acceptable way, employees who because of age or disability could no longer produce. Though it was created primarily to meet this management need and only secondarily to meet the employees' need for continuing income in the later years of life, its objective was nevertheless a mutually shared one and drew strong support from employees and their organizations, Government executives, and outside groups concerned with good government.

Advocates included the United States Civil Service Retirement Association, which was organized to promote establishment of a pension plan, the National Civil Service Reform League, the American Federation of Labor, the National Federation of Federal Employees, the National Rural Letter Carriers Association, the National Federation of Postal Clerks, the Railway Mail Association, and others.

The issue of how costs were to be met was debated long and hotly, and was eventually compromised.

The first seriously proposed retirement bill, introduced by Representative Brosius of Pennsylvania in 1889, had provided that all costs would be met through employee contributions via a "tontine" plan, a last-man-take-all kind of arrangement named after an Italian banker, Count Tonti. Employee organizations in 1905 were expressing willingness to pay all costs, while in 1908 a special committee on personnel of a Presidential Commission appointed to study application of "business methods" in the executive branch proposed a plan based on monthly deductions from the salary of each employee to provide a fund for the purchase of annuity upon his retirement.

By the end of World War I, however, employees and the organizations representing them had come to believe, as did a number of other groups which studied the problem, that Government should pay either part or all of the costs.

Representative LaGuardia, who said he didn't believe in "panhandling arrangements," advocated a Government-pay-all plan. Many executive branch officials shared his view. The Chief Clerk of the Department of Commerce informed the Senate Committee that "I do not believe in the halfway plan of the Government pretending to give something to the employee and then making the employee pay for it. . . . I do not believe that the civil employee, any more than the Army or Navy man, should have to pay for his annuity." The Secretary of War agreed: "I do not think that the employees ought to make any contribution to the fund at all. . . . The Government has to pay it in either case, and you will have to add it to the wages of the employees and then take it away from them, and that always creates trouble."

On the other hand, many in Congress felt strongly that Government should pay no part of any pension or retirement benefit for Federal employees. Some objected on the basis of cost and worried aloud about the high cost of Government, its huge (565,000) post-World War I work force, the crushing national debt ($24 billion), and the urgent need to "retrench." Others objected on the basis of principle. One of these was Representative Sam Rayburn who vowed, "I never will, as long as I live, vote to tax the people, all the people of this country, to pay civil pensions for a special class."

The joint contributory plan was clearly a legislative compromise between these schools of thought. One 1920 Congressional leader reported frankly that "We took the middle [joint contributory] course because . . . that was the only course that would enable us to get legislation through Congress." But another—Representative MacCrate of New York—argued for the principle of joint contributions in words that might have been delivered on the floor, or in the Committee rooms, of Congress yesterday.

"It is beside the question to talk of some part of the people supporting another part of the people under the terms of this legislation. . . . The Government is an employer dealing with employees who must be recompensed and dealt with as employees and not only as citizens of the Republic. When you suggest, therefore, that the employee shall pay the full amount of whatever he shall get at the end of his service, you are giving him nothing except a compulsory savings system, and you take from him the right to say how much he shall or shall not save. . . . [On the other hand] For the good of employees of this Government, I trust no one will ever suggest in their behalf that they make no contribution to the retirement fund. We hear now on every occasion when increased pay is justly due them that they get 30 days' sick leave and 30 days' vacation, and should they contribute nothing to the retirement fund, we would hear added 'and they get a pension.' It is difficult enough now to get fair pay for efficient service rendered to the Government, and in the future it will be well if employees can continue to say that 'We are contributing to this fund.' "

**MAJOR CSC RETIREMENT SERVICES: 1969**

- **Certified 10,640,000 checks for payment to 1,141,000 people.**
- **Made 2 separate cost-of-living adjustments for more than 900,000 annuitants.**
- **Made health benefits contributions/deductions for 8,240,000 people, including dependents.**
- **Made 273,000 address and other changes.**
- **Gave 609,000 tax information returns.**
- **Processed 110,000 annuity and death claims**
- **Processed 212,000 refund claims**
- **Made 53,000 health benefits enrollment changes**
- **Verified continuing disability/widow/student status for 101,000 people.**
- **Searched and filed 2,183,000 retirement records.**
- **Answered 398,000 inquiries.**

Accommodation to conflicting views still characterizes the system, as is clearly illustrated in the legislative history of the October 1969 amendments to the retirement law. The Civil Service Commission and the Budget Bureau, as spokesmen for both the Johnson and the Nixon Administrations, urged enactment of measures, including increases in employee contributions, to strengthen the financial position of the retirement fund but advocated postponement of all benefit improvements. Employees and their organizations quite predictably opposed such action and Congress, equally predictably, sought a middle course. The Daniels-McGee Act (named for Representative Dominick V. Daniels of New Jersey and Senator Gale W. McGee of Wyoming), which eventually passed Congress and was approved by President Nixon, was a masterful and bipartisan accommodation to the divergent pressures for strengthened financing, improved benefits, and a more responsible approach to future changes.

## AN EVALUATION

How shall we evaluate the retirement system today?

Sound evaluation must necessarily be done in terms of objectives, so we can look first at the limited but still fundamental objective of the 1920 system: To remove

the aged and the disabled from Government's active work force, and to do this in a socially acceptable way.

The old and the disabled *are* effectively removed, either by their own choice or by operation of the mandatory and disability retirement provisions of the system.

Superannuation is no longer a significant problem. Far from working into their eighties and nineties as in 1920, employees leave at early ages—even earlier than is general in industry. Most who retire from Government are under 65; only 8 percent of all retirees stayed until their 70th birthday. We are, in fact, a much younger service than in 1920.

Neither is the service any longer loaded down with employees who are too ill to work. The physically and mentally disabled are retiring at the rate of 15,000 to 20,000 a year—under a far less stringent definition of disability than is generally applicable in the private sector.

The 50,000 to 55,000 retirements that now occur each year undeniably help open up both appointment and promotion opportunities, "unclog the service," and relieve the "discouragement and dispiriting" of those already in the service. To this extent, the original management objective is being met.

Though low by today's standards, the 1920 annuity made removal of the superannuated and the disabled a "humane" and quite acceptable procedure, and the liberalizations that have occurred since that time have maintained an even higher standard of social responsibility. Today the retirement system makes the Federal employee these six promises:

(1) *A choice of times to retire.* It promises him that he may retire at his own option between ages 55 and 70, depending on length of service (age 55 with 30 years of service, age 60 with 20 years, age 62 with 5 years). Few other systems allow the employee so wide a range of personal choice. In addition, if he should lose his job for reasons other than misconduct, he is eligible for immediate monthly benefits, regardless of his age, provided he has 25 years of service or is 50 and has 20 years of service.

(2) *Generous career benefits.* It promises that if he works a full career with Government, his annuity will be adequate, even generous. A retirement system is generally considered adequate if it produces retirement income equaling one-half of pay after 30 to 35 years of service. Our system meets that test after 27 years of service by providing annuity equal to 50 percent of average pay during the 3 years of highest earnings, 35 years produces two-thirds of pay, and 41 years and 11 months produces 80 percent of pay.

(3) *Early vesting of benefits.* If he leaves Government after completing 5 years of service but before he reaches retirement age, he is promised a vested right to an annuity (payable at age 62) for that portion of his working years spent in Federal service. That annuity will provide a fair and proportionate part of his total retirement income. (If he chooses not to take advantage of this right, he may have refunded to him all the money he contributed to the retirement fund.) If all employer-sponsored retirement systems had such early vesting provisions, desirable interchanges of employees between Government and industry, and among employers, would be greatly facilitated.

## LEGISLATIVE LANDMARKS

**1920** System established by law. Provided for age and disability retirement only. Employee contributions 2½%. (Coverage 300,000)

**1922** Involuntary retirement added.

**1926** Annuity computation formula revised. Employee contribution 3½%.

**1928** First Government appropriation to Fund.

**1930** Annuity computation formula revised. Optional retirement and high-5 average added.

**1939** First survivor protection.

**1942** Deferred annuity right vested after 5 years. Eligibility requirements and computation formula liberalized. Employee contribution 5%. Major extension of coverage (2,000,000).

**1948** Major survivor benefit liberalizations including, for first time, children's benefits. Computation formula revised. Employee contribution 6%.

**1956** Eligibility requirements and computation formula liberalized. Employee contribution 6½%. Matching agency contributions begun.

**1962** Automatic cost-of-living annuity increases introduced.

**1969** Eighteen-month minimum service requirement for survivor protection, higher level of survivor benefits, revised computation formula, and 1% cost-of-living add-on. Greatly improved financing and funding. Employee contribution 7%. (Coverage 2,700,000)

(4) *Protection for his survivors.* The system promises the employee that if he should die in service after completing as little as 18 months of service, his widow and children will receive monthly benefits. The widow of a younger employee will receive 22 percent of his average pay, and the benefit in all cases will be at least 55 percent of the annuity to which the employee would be entitled if retired. If he should die after retiring, the benefit for his widow will generally be 55 percent of his annuity. All widow's benefits, unlike social security, are payable whether or not there are children. Each child's benefit is now $79 a month unless there are more than three children, in which case the maximum children's benefit is about $235 a month.

(5) *Benefit increases after retirement.* The system promises the employee that he will not be forgotten after he quits work. There have been numerous increases through the years for those who have already retired. Today every annuitant is assured prompt and automatic increases, related directly to rises in the cost of living, to preserve the basic purchasing power of his annuity. Moreover, since October 1969, an extra 1 percent is added to each such increase to help improve his standard of living.

(6) *Assurance of timely and complete payment.* Finally, the system promises the employee that there will always be enough money in the retirement fund to assure that the benefits due him can be paid in full and on time. Though civil service retirement benefits have never been repudiated, reduced, or delayed for lack of funds, we now have—in addition to the "full faith and credit" backing of the Government and a substantial and growing balance in the fund—the first effective, built-in provisions for maintaining the fund at a completely safe level. The system, thanks to the October 1969 retirement law amendments, is now soundly financed for the first time in its 50-year history—an anniversary event well worth noting.

Though it serves both employer and employee well, the system is, of course, not perfect. Nevertheless, it has gradually but consistently, for 50 years, changed to meet the needs of changing times and it has suceeded in fairly and equitably balancing divergent interests and needs. Although so different from the original as to be almost unrecognizable, the system still operates on the original fundamental premise that both employees and Government will contribute to a program designed for their mutual benefit, that employees will be able to retire in dignity and comfort at the end of a reasonable career, and that Government will be able to fill their places with younger and more vigorous workers.

I believe that the next 50 years will see the same pattern of dynamic, yet evolutionary, adaptation of the civil service retirement system to meet Government's changing manpower needs and policies and our Nation's changing concepts of social responsibility—but at a pace much faster than that anticipated in 1920 or actually experienced through 1970.

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## *A Look at* LEGISLATION

**Personnel legislation enacted by 91st Congress, first session, and approved by the President (see also *Journal*, Vol. 10, No. 3):**

### APPROPRIATED FUND RESTRICTIONS

Public Law 91–98, approved October 29, 1969, Title III, section 302, of the Department of Interior and Related Agencies Appropriation Act of 1970, bars the use of funds under this Act to finance interdepartmental boards, commissions, councils, committees, or similar groups under section 214 of the Independent Offices Appropriation Act, 1946, which do not have prior and specific congressional approval of such method of financial support.

Public Law 91–126, approved November 26, 1969, the Independent Offices and Department of Housing and Urban Development Appropriation Act, 1970 (Title IV, sec. 410, contains identical provisions).

Public Law 91–127, approved November 26, 1969, the Department of Agriculture and Related Agencies Appropriation Act, 1970 (Title V, sec. 508, contains identical provisions).

Public Law 91–144, approved December 11, 1969, the Public Works for Water, Pollution Control, and Power Development and Atomic Energy Commission Appropriation Act, 1970 (Title V, sec. 510, bars the use of funds under *this or any* other act for the same purpose as sec. 302, Public Law 91–98).

Public Law 91–153, approved December 24, 1969, the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act (Title VII, sec. 704, identical to sec. 302 of Public Law 91–98).

### EMPLOYMENT RESTRICTIONS

Public Law 91–98, approved October 29, 1969, Title III, section 303, of the Department of Interior and Re-

lated Agencies Appropriation Act of 1970 bars the use of funds under this act to pay the salary of any Federal employee who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned.

Public Law 91–126, approved November 26, 1969, the Independent Offices and Department of Housing and Urban Development Appropriation Act, 1970 (Title IV, sec. 411 contains identical provisions).

Public Law 91–127, approved November 26, 1969, the Department of Agriculture and Related Agencies Appropriation Act, 1970 (Title V, sec. 509 contains identical provisions).

Public Law 91–153, approved December 24, 1969, the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1970 (Title VII, section 705, bars the use of funds to pay the salary of any Federal employee who is *finally* convicted, etc.).

Public Law 91–171, approved December 29, 1969, the Department of Defense Appropriation Act, 1970 (Title VI, sec. 640, is identical to sec. 303 of Public Law 91–98).

## LEAVE AND RELATED BENEFITS

Public Law 91–177, approved December 30, 1969, the Economic Opportunity Amendments of 1969, section 112 (a), amends title 5, United States Code, to extend to former VISTA volunteers who are or who become employees of the Federal Government, the same length of service credit now accorded former military personnel and Peace Corps volunteers for purposes of leave entitlement, seniority, reduction in force, and retirement credit, providing an appropriate contribution is paid into the retirement fund. VISTA service shall not be counted toward completion of any probationary or trial period or completion of any service requirement for career appointment.

## PERSONNEL CEILING (Limitation Repeal)

Public Law 91–167, approved December 26, 1969, amends section 304 of title 44, United States Code, by increasing from 200 to 400 the maximum number of apprentices authorized to be employed at one time by the Government Printing Office.

## REEMPLOYMENT

Public Law 91–175, approved December 30, 1969, section 502 of the Foreign Assistance Act of 1969, amends section 3343(b) of title 5, United States Code, to extend the limit on details and transfers of Federal employees to international organizations from 3 to 5 years without loss of rights and benefits of Federal employees. The act authorizes the President to extend details for an additional 3 years if he determines it to be in the national interest.

## RETIREMENT

Public Law 91–185, approved December 30, 1969, amends the Central Intelligence Agency Retirement Act of 1964, as amended, to provide comparable benefits to those of the Civil Service Retirement law as amended by Public Law 91–93 (summarized in *Journal,* vol. 10, No. 3).

## RETIREMENT (Tax Withholding)

Public Law 91–172, approved December 30, 1969, section 805(g) of the Tax Reform Act of 1969, amends section 3402 of the Internal Revenue Code of 1954 to add a new subsection (o) to provide for withholding income tax, under certain conditions, on a voluntary basis from pensions and annuities, including annuities authorized under the Civil Service Retirement law, applicable to payments made after December 31, 1970.

## UPPER LEVEL POSITIONS

Public Law 91–187, approved December 30, 1969, amends section 5108, title 5, United States Code, to increase the number of positions which may be placed in grades GS–16, GS–17, and GS–18 as follows: Increases from 2,577 to 2,727 the number of positions which the Civil Service Commission may place in grades GS–16, GS–17, and GS–18; increases from 28 to 44 the number of such positions for the Library of Congress; increases from 64 to 90 the number of such positions for the General Accounting Office; and increases from 110 to 140 the number of such positions for the Federal Bureau of Investigation. The law also removes the quota restrictions on the number of top-level engineering and scientific positions in the National Security Agency.

**Pending personnel legislation on which some action was taken between November 19, 1969, and December 23, 1969, the end of the first session:**

## ALLOWANCES

H.R. 524 amends section 5942 of title 5, United States Code, to provide authority to pay an allowance not to exceed $10 per day to defray the commuting expenses of certain employees of executive agencies assigned to duty at remote work sites. (A similar provision was contained in section 7 of H.R. 13000, the Federal Salary Comparability Act of 1969, as it passed the House amended, but was deleted in the Senate—see under "Pay" for status of H.R. 13000.)

Hearings completed in House; pending before House Post Office and Civil Service Committee.

H.R. 2784 amends subchapter IV of chapter 59, title 5, United States Code, by adding a new section 5947, to

authorize the Corps of Engineers to furnish an appropriate allowance to certain employees, in lieu of quarters and subsistence, when circumstances prevent the furnishing of the quarters or subsistence. (This provision is also contained in section 8 of H.R. 13000 as passed the House amended, but was deleted in the Senate—see under "Pay" for status of H.R. 13000.)

Hearings completed in House; pending before House Post Office and Civil Service Committee.

H.R. 10167 amends chapter 41, of title 39, United States Code, to direct the Postmaster General to provide and maintain work clothing for employees engaged in the repair or maintenance of vehicles.

Hearings completed in House; pending before House Post Office and Civil Service Committee.

## APPOINTMENT (ALIENS)

S. 1173 authorizes the Secretary of Commerce to employ aliens in a scientific or technical capacity when no qualified citizens of the United States are available.

Passed the Senate; pending before House Committee on Interstate and Foreign Commerce.

## CLAIMS

H.R. 13696 amends section 3(b)(1) of the Military Personnel and Civilian Employees Claims Act of 1964, as amended, to increase from $6,500 to $10,000 the limit on the authority of civilian agencies to pay their employees for personal property losses incident to their employment. This is the same limitation now applicable to the Department of Defense, the military departments, and the Coast Guard.

Passed the House; pending before Senate Judiciary Committee.

## FOREIGN SERVICE (RETIREMENT)

H.R. 14789 amends the Foreign Service Act of 1946, as amended, to improve the financing and funding practices of the Foreign Service retirement and disability system and to maintain parity between Foreign Service annuitants and Civil Service annuitants by improving benefits comparable to those in Public Law 91–93.

Passed the House; pending before the Senate Committee on Foreign Relations.

## PAY

H.R. 13000, as passed the Senate amended, provides increases for employees paid under the statutory salary rates, for employees subject to the General Schedule, Postal Field Service, and Foreign Service Schedules, and for employees in the Department of Medicine and Surgery of the Veterans Administration, on a decreasing percentage basis, effective January 1970 as follows: 4 percent for GS–1 through GS–9 or their equivalent; 3 percent for GS–10 through GS–12 or their equivalent; 2 percent for GS–13 and GS–14 or their equivalent; and 1 percent for GS–15 and its equivalent. No increases are provided for employees above GS–15 or its equivalent. In addition, it directs the President to further adjust the salaries for these schedules in July 1970 to close the comparability gap with private industry. The bill also provides similar increases for Assistant United States Attorneys, employees of the Agriculture Stabilization and Conservation County Committees, certain judicial employees, and certain other employees whose compensation is fixed by administrative action.

Section 9 of the bill amends section 5302 of title 5, United States Code, to provide for participation by designated Government employee organization representatives in evaluating data relating to pay comparability, and in the preparation and presentation of the annual report to the President.

Pending action of the conferees on the differences between the House passed version and the Senate passed version of the bill.

## POSITION CLASSIFICATION

H.R. 13008, the Job Evaluation Policy Act of 1969, directs the Civil Service Commission to prepare a comprehensive job evaluation plan for all civilian positions in the executive branch, which if adopted would replace all the evaluation systems now being used (e.g., General Schedule, Postal Field Service, Foreign Service, TVA, etc.), and would be supervised, managed, and revised by the Civil Service Commission.

Hearings completed in House; pending before the Position Classification Subcommittee of the House Post Office and Civil Service Committee.

## RETIREMENT

S. 1508 amends section 373 of title 28, United States Code, to provide retirement benefits for Federal judges and justices after 20 years of service regardless of their age.

Passed Senate; pending before House Judiciary Committee.

## TRAVEL

S. 2619 amends section 5723(b) of title 5, United States Code, to reduce from a 12-month period to a school year basis the time teachers appointed to positions in schools operated by the Bureau of Indian Affairs must agree to serve without loss of travel and transportation expenses.

Passed the Senate; pending before House Government Operations Committee.

*—Ethel G. Bixler*

# TRAINING DIGEST

## MISSION SAFETY–70

Progress toward a Federal goal of reducing the work injury frequency rate by 30 percent by the end of 1970 is behind schedule. Because of the concern voiced by the President and Budget Director Robert P. Mayo, agency training staffs are encouraged to scan the Secretary of Labor's "Report to the President on U.S. Mission Safety–70" for its training implications.

Highlight recommendations include:

- Agencies should survey their safety training needs, prepare training materials, and assign training responsibility.
- The Federal Safety Council should arrange for more safety training courses by member agencies and should distribute training material of high quality from and among member agencies.
- More should be done in using the results of surveys of safety training needs in preparing training materials and courses.
- Safety training should be included as a budgetary item within agency safety or training units.
- Supervisors should be given more assistance in their role as safety trainers.

Part II of the Report provides brief evaluations and specific recommendations for improvement on agency safety programs. Appendix A contains guidelines for annual agency safety reports to the President, including training items.

Copies of the Report can be obtained by writing to the Federal Safety Council, U.S. Department of Labor, Washington, D.C. 20210, or by calling (202) 961–3130.

## TRAINING PUBLICATIONS

Four training publications resulting from FY 1969 agency training reports will be distributed early in 1970. They are:

*Employee Training in the Federal Service,* a comprehensive report of training activities of civilian employees throughout the Federal Government.

*Agency Training Centers for Federal Employees,* a directory listing each training center and describing purpose, programs offered, who may attend, etc.

*Off-Campus Study Centers for Federal Employees,* a directory listing the centers sponsored by agencies in cooperation with local colleges and universities to provide career-related training and higher education opportunities to employees.

*Studies and Reports Relating to Training and Education,* a directory of studies and reports conducted by agencies, including a brief description of the study, issuing organization, and author.

Training officers will receive copies of the above from the Commission's Bureau of Training for Washington, D.C., area agencies, and from the Commission's Regional Training Center directors for field establishments.

## *FEDERAL TRAINER* NEWSLETTER

Four editions of the newsletter, *Federal Trainer,* have been prepared by the Bureau of Training and distributed to the Federal training community since last summer. The newsletter covers developments and programs of interest to employee development officers and specialists. Printing limitations preclude its circulation outside the training community. Washington area trainers who are not receiving the *Federal Trainer* should contact their agency's director of training, and field trainers should contact their appropriate Commission Regional Training Center to be put on distribution. No back issues are available.

## TRAINING RESPONSES TO POLICY CHANGES

During the past year the Administration has issued three major policy changes concerning personnel management, each involving the training function. Agency managers and training staffs should insure that training programs and directives are revised to reflect the significant changes indicated. The policy issuances are:

(1) Executive Order 11478 of August 8, 1969, on Equal Employment Opportunity in the Federal Service. An accompanying memorandum from President Nixon to department and agency heads endorses a report from CSC Chairman Hampton which singles out training as a major support to "upward mobility" programs for lower level employees.

(2) The President's memorandum of October 9, 1969, directing each agency head to establish a system for periodic review of his organization's personnel management effectiveness. FPM Letter 250–1 of December 23, 1969, provides initial guidance to offices involved in personnel management evaluation. Training staffs will be involved both in the evaluation process and in advising on or providing the needed training for the evaluators.

(3) Executive Order 11491 of October 29, 1969, on Labor-Management Relations in the Federal Service. Training staffs will be involved in advising and arranging for the training of supervisors and managers on changes in labor-management relations policies and procedures.

*Office of Agency Consultation and Guidance*
Bureau of Training

*the tenth annual*

# FEDERAL WOMAN'S AWARD

ON MARCH 4, 1970, the Federal Woman's Award was presented to six outstanding women in the Federal career service. This was the 10th consecutive year the Awards have been made—a fact of some gratification to members of the Board of Trustees that administers the Award program, many of whom remember the skeptics of 1961 who doubted that there were enough important women in Government to sustain such a program for more than 2 or 3 years.

The 1970 Award winners were received by President Nixon at the White House at noon on March 4. The Awards were presented at a banquet that evening by Mrs. Patricia Reilly Hitt, Assistant Secretary of Health, Education, and Welfare for Community and Field Services, who is Chairman of the Federal Woman's Award Board of Trustees. Winners were escorted by top officials of their agencies.

Woodward and Lothrop, Inc., the largest nongovernmental employer of women in the Washington, D.C. area, pays all expenses of the Award program as a public service.

*—Dorothy B. Jones*

PRESIDENT NIXON receives the 1970 Federal Woman's Award winners in the Oval Room at the White House. Left to right are Dr. Apgar, Mrs. Glindmeyer, Dr. Pittman, the President, Dr. Raulinaitis, Mrs. Sweeney, and Miss Tibbetts.

**JEAN APGAR**

*Research Chemist, Agricultural Research Service, Department of Agriculture*—for her creative, far-reaching achievements in the field of nucleic acid chemistry and nutritional biochemistry.

**SARAH B. GLINDMEYER**

*Chief, Bureau of Nursing, Government of the District of Columbia*—for her superior attainments in bringing increased health services to the public, and in elevating the standards, broadening the scope, and enhancing the prestige of professional nursing practice.

Photo by Bradford Bachrach

**MARGARET PITTMAN**

*Chief, Laboratory of Bacterial Products, National Institutes of Health, Department of Health, Education, and Welfare*—for her unique achievements in the development of safe and effective vaccines and other immunizing agents of bacterial origin.

Photo by Edward A. Hubbard

**VALERIJA B. RAULINAITIS**

*Chief of Staff, Veterans Administration Hospital, Downey, Ill.*—for her superior professional and administrative achievements in directing the medical program of the Veterans Administration's largest predominantly psychiatric hospital.

**NAOMI R. SWEENEY**

*Assistant Director, Office of Legislative Reference, Bureau of the Budget*—for her consistently outstanding contributions to the development of our most important contemporary document—the annual Federal Budget of the United States.

**MARGARET JOY TIBBETTS**

*Deputy Assistant Secretary for European Affairs, Department of State*—for her important contributions to United States foreign policy through her outstanding achievements in the economic, political, and politico-military areas of foreign affairs, and her distinguished service as an Ambassador.

the federal executive institute today . . .

# Reviving the "sense of discovery"

THIS HAS SOMETIMES been called the day of the "instant organization."

Well it might be—as the case of the Federal Executive Institute attests.

Less than 20 months ago, a small FEI staff was temporarily quartered in rented office space, far removed from its parent organization, the Civil Service Commission in Washington, D.C. Staffers were working with equipment of ancient vintage loaned by the General Services Administration. A faculty was still to be assembled.

By February 1970, the Institute was young only in chronological terms. Well settled in a self-contained residential facility in Charlottesville, Va., the Federal Executive Institute counted 317 names in its list of graduates—high level officials who had completed the 8-week Residential Program in Executive Education. In all, more than 500 top career people in the Federal Government had participated in the various training activities of the Institute.

The establishment of the Institute is a direct result of the accelerated rate of change in the society. With today's rapid pace, high quality governmental leadership is ever more necessary, but securing top performance is ever more difficult.

Traditional institutions, as well as established ways of carrying on our public business, have never been under such consistent and withering attack.

In a speech on August 8, 1969, President Richard M. Nixon said:

". . . We have the world's most advanced industrial economy, the greatest wealth ever known to man, the fullest measure of freedom ever enjoyed by any people, anywhere.

"Yet we, too, have an urgent need to modernize our institutions—and our need is no less than theirs. We face an urban crisis, a social crisis—and at the same time, a crisis of confidence in the capacity of government to do its job.

by Frank P. Sherwood, Director, FEI

". . . A third of a century of unprecedented growth and change has strained our institutions, and raised serious questions about whether they are still adequate to the times."

The President's call for new institutions is concerned with neither the past nor the present. It recognizes the problem of the future.

In its study of "America's Next 30 Years," the Chamber of Commerce of the United States has predicted that Federal power and influence will expand; that governments will employ more people, will be more involved in regulation of the private sector, will require more cooperation among levels of government, and will use private instruments increasingly to achieve public purposes.

## BROADENING EXECUTIVES

Thus the compelling concern is to secure leadership in the various Federal agencies that is broad gauged, aware of institutional complexities, and able—once objectives have been determined—to put together alive, efficient organizations for their accomplishment.

This means that the manager of today does not operate in a tight little world of his own, and this raises a basic problem. In the Federal Government there have been many of these separated turfs. Some of the very best technical people in the world have performed in this specialized system; a very few days' experience at the FEI leaves no doubt why it was the United States that pioneered the landing on the moon.

Increasingly, however, it is not enough to deal only in terms of these specialized sub-systems. In budgeting, for example, a claim for resources requires more justification than that it is simply desirable. The question is *how* necessary the expenditure is, in terms of other competing claims—data that will help array the priorities. Learning how to participate in this process is part of the executive requirement. It is part of broadening—the recognition by each administrator that he has an obligation to ask questions about relevance and to contribute to the larger decision process by the most careful explanation of how and why certain resources will contribute to society's well-being.

## ROLE OF THE FEI

How does the Federal Executive Institute play its part in this process?

First, we concentrate on the people who are already executives. They typically are at grade GS–16, or equivalent. They are the ones who are most likely to influence immediately the way in which the Government does its business.

Second, as an effort in executive development, the Institute is specifically interested in two aspects of the leadership process:

- *The leader as an individual person.* We have to be sure that we help him use all his individual capability to respond to changing situations.
- *Leadership as a role,* shaped by expectations directed toward it. We want to examine the expectations and be certain that leaders recognize the full extent of their obligations.

In the undergraduate years, we might have approached this learning problem with traditional lectures. Young students might have been told what was needed in their personal preparation and what would be expected of them in particular types of roles.

In contrast, the FEI executive has not typically been in a formal learning situation in recent years. He has a vast experience to which he must relate any new data or insights presented him; and, because of that experience, he is more insistent that information be relevant to his needs. Finally, the older person has learned patterns of behavior that make it harder for him to try out new ideas and new behaviors.

## MEETING INDIVIDUAL NEEDS

About 20 percent of the participants at the FEI have Ph. D. degrees, or equivalent; 10 percent are physical scientists; 43 percent have been in the Federal Government 25 years or more but 7 percent have been in the system less than 10 years.

Considering the diverse backgrounds, it has been important that we provide a circumstance where each executive has a maximum opportunity to meet his unique development needs. Except for approximately 25 speeches in each session where major governmental and

. . . Federal agency executives brainstorm ideas in a Federal Executive Institute workshop session.

President Nixon greets graduates of a Federal Executive Institute class in the Rose Garden at the White House.

policy issues are discussed, there is almost never a time when an executive may not choose among two or more development activities.

We typically offer 12 seminars, for example, of which the individual executive may take only two. Does he need more understanding of the Federal system? Does he require knowledge of managerial psychology? National security policy? Urban problems? Economic analysis? The offerings need to be as rich and varied as possible, in order to meet the full range of development needs.

A series of intensive workshops, lasting up to 5 days, operate at varying points in the program. These generally cover aspects of the managerial and executive role, skills and attitudes required in responsible performance of leadership tasks, and policy issues with which top Government officials should be familiar.

Because of our interest in reviving the "sense of discovery" in executives averaging 47 years of age, we have set aside an appreciable amount of scheduled time (about 50 hours) for intensive study of a critical problem of policy or management, to be undertaken either individually or in small groups.

While these studies are conceived primarily as a means of developing a new zest for inquiry and thought, the products that emerge often have Governmental consequence. In a recent session, the General Counsel of the Bureau of Narcotics and Dangerous Drugs (Justice Department) decided to spend his time on a thorough review of Government policy on marijuana. In broad outline, his previous judgments were confirmed; in certain areas, however, he concluded that policies he had advocated should be amended. Generally, we ask that executives not work in familiar areas; but here is an example where both individual and organizational interest was served.

There is increasing recognition we will not solve critical management problems by emphasizing independence and separateness. We have to recognize the interdependence of agencies and, therefore, of leadership roles in the Government. We have to know and trust each other. And, most important, the career system has the obligation to pull together in support of the elected leaders of the Nation, the President and the Congress.

To give emphasis to the idea of interdependence and support of the *whole* system, we have prepared a special book of the President's major policy statements for placement in the room of each executive.

## LEARNING FROM EACH OTHER

The interagency composition of the Institute is also an important part of the educational environment. Executives learn best from each other; for, at their level of responsibility, there are no experts to whom they can turn. During the first six sessions we had more than 40 major departments and agencies represented, embracing all the primary functions and disciplines of Government. Imagine the learning that occurs when executives from the Weather Bureau, National Park Service, and a military R and D laboratory engage each other on a range of Governmentally-crucial subjects over an 8-week period.

While the 8-week residential program is the main effort of the Institute, many executives are served through the short courses offered during the year. Two seminars, with a total enrollment of approximately 40, introduced officials of about 15 different Federal agencies to the basic ideas in President Nixon's "New Federalism."

In a short article, it is difficult to capture the many ways in which the all-important goal of improving Government leadership is pursued at the Federal Executive Institute. There is one point of complete agreement, however. That is the need for the Government (as well as all the other important organizations in our society) to do its part in insuring that those in leadership roles are given as much support as possible in discharging their significant responsibilities. #

# LEGAL DECISIONS

## SUITABILITY—1

*Schlegel* v. *United States,* Court of Claims, October 17, 1969. Plaintiff was discharged for "immoral and indecent conduct." Four incidents of engaging in homosexual conduct were specified. The court upheld the discharge stating: "There is no doubt as to the homosexual character and completeness of the acts. Any schoolboy knows that a homosexual act is immoral, indecent, lewd, and obscene. Adult persons are even more conscious that this is true. If activities of this kind are allowed to be practiced in a government department, it is inevitable that the efficiency of the service will in time be adversely affected. In our case, it was determined by the Army and the Civil Service Commission that the plaintiff was guilty of immoral and indecent conduct which impaired the efficiency of the service and that his removal would promote the efficiency of the service. We agree."

The court distinguished the facts in this case from those of *Norton* v. *Macy* (*Journal,* Vol. 10, No. 2) in which the District of Columbia Circuit Court found that no connection had been established between the alleged homosexuality and the efficiency of the service.

## SUITABILITY—2

*Pope* v. *Volpe,* District Court, District of Columbia, February 5, 1970. This case represents the first fruit of the *Norton* decision referred to in a previous issue of the *Journal* (Vol. 10, No. 2). In *Norton,* the District of Columbia Circuit ruled that the removal of an employee for alleged homosexual conduct was unwarranted when no connection had been shown between the homosexual conduct and the efficiency of the service. The Pope case involved a removal for alleged heterosexual misconduct. The district court, in a ruling from the bench, held that the removal was unwarranted on the ground that the *Norton* principle left the court no other choice. In view of the conflict between *Schlegel* and *Norton,* it seems likely that Pope will be appealed, in an effort to get the Court of Appeals to reconsider the principle on which the *Norton* decision was based.

## RESIGNATION

*Goodman* v. *United States,* District of Columbia Circuit, January 30, 1970. In 1965 in *Haine* v. *Googe,* (*Journal,* Vol. 6, No. 3), a district court in New York ruled that, in the absence of statute or regulation, the common-law rule would be applied to resignations of Federal employees. This meant that a resignation could be effectively withdrawn before it was accepted. The Commission thereupon promulgated the following in the Federal Personnel Manual:

"A resignation is binding on the employee once he has submitted it. However, the agency may, in its discretion, permit an employee to withdraw his resignation at any time until it has become effective."

Plaintiff attempted to withdraw his resignation a week after submission, but 2 weeks before its effective date. The agency denied the request, apparently not appreciating that "discretion," in the legal sense, involves not just the freedom to choose, but requires that the choice be a reasoned one or, as the court said, "articulated." The court could not find "any meaningful effort to exercise discretion"; "no reason was given as to why [the resignation's] withdrawal would affect adversely the agency's administration of its personnel requirements." The court mentioned as possible reasons for a negative answer "administrative disruption, the hiring of a replacement, or any other circumstance unrelated to a simple desire not to go through a contested hearing." The upshot was the court's ruling "that the resignation be deemed to have been withdrawn."

## POLITICAL ACTIVITY STATUTE

There will be no review of the constitutionality of the political activity statute during this term of the Supreme Court. This was assured by the court's dismissal on January 12, 1970, of the appeal filed in the case of *Fishkin* v. *Civil Service Commission* (*Journal,* Vol. 10, No. 2), "for failure to docket the case within the time prescribed by Rule 13."

The other case in which the constitutionality of the statute was assailed was decided in October 1969, but the opinion of the three-judge district court in the District of Columbia did not become available until January 1970. The court dismissed the case, *Dingess* v. *Hampton,* without going into the constitutional questions. However, the court briefly discussed the constitutional issue in a footnote as follows:

"4. The constitutional considerations advanced by plaintiff against the Hatch Act are essentially the same as those considered and rejected by the Supreme Court for Federal employees in *United Public Workers of America* v. *Mitchell,* 330 U.S. 75, 67 S.Ct. 556, 91 L.Ed. 754 (1947), and for State and local employees paid from Federal funds in *Oklahoma* v. *United States Civil Service Commission,* 330 U.S. 127, 67 S.Ct. 544, 91 L.Ed 794 (1947). Those cases were decided without the participation of all the members of the Court and there were strong dissenting expressions, but they have been left unimpaired by the Court for over 20 years and, absent action by it, their present authority with relation to the issues raised here is clear."

—*John J. McCarthy*

*COMMENTARY ON COMMUNICATION*

by Sydney H. Kasper

# "It sticks like a craw in my throat"

FOR A COLLECTOR of mixed-up and misused metaphors and sayings, the office conference can't be beat as a source of entertainment. For example, during recent meetings, I was privileged to overhear these malapropisms:

"Qualm your fears."

"Don't pull your guns—give them both funnels."

"It sticks like a craw in my throat."

If you still doubt that simple, direct expression is hard to come by, consider these conference misquotes:

"His bite is worse than his bark."

"We must follow the least lines of resistance."

"If we don't watch out, this program will repercuss."

"You can't burn the candle in the middle."

Eventually, however, you come to what one of my meeting-mates calls "the law of discriminating returns." Enough is enough.

What kind of person concocts such jargonese? After analyzing countless tortured expressions and their sayers, I made a rather startling discovery—the sayers are quite the opposite of those you might expect from reading their sayings. For example, let's take the mild-mannered, round-shouldered little chap who wouldn't hurt a fly. Yet, what are his clichés? This quiet, retiring man, who obviously wouldn't know a rifle barrel from a beer barrel or a MIG from a mug, is the master of the military cliché:

"Lay down a barrage of statistics."

"Zero in on him."

"Engage them in a rear-guard action."

"On target."

"Blast off."

"Get him in our sights."

Next comes the big city type—the man whose whole life has been spent shuttling back and forth on the New York-Washington axis. "Hay" is a word he uses to get your attention. Milk is something made in a wax carton. When he isn't inhaling gas fumes he suffocates. Yet what is his favorite cliché? You guessed it—the rural type:

"He plows a pretty straight furrow."

"Don't know him from Adam's off ox!"

"High on the hog."

"Let's ride herd on this."

"She went to the well once too often."

"The chickens are coming home to roost."

"We need a cross-fertilization of ideas."

At every meeting there is at least one of this type: Over 50, pot-bellied, short-winded, balding, flabby; forced to run for his morning car pool he would collapse after a 20-foot sprint. And whence are his clichés derived? The sports world:

"Let's take the ball and run with it."

"He can't get to first base with that argument."

"We ought to blow the whistle on that project."

"Some days you just can't buy a hit."

"Who's going to quarterback this assignment?"

Finally, comes the vague, academic type, who obviously depends on his ever-patient wife to buy his clothes for him and select his meals for him. He doesn't know veal from pork or pepper from paprika, and if left alone to find the cold water tap in the kitchen would die of thirst. Yet what are his favorite clichés? Culinary:

"Put it on the back burner."

"Too many cooks spoil the broth." (Or, as it came out at one meeting, "There are too many cooks in the broth.")

"Let it simmer for a while."

"There's too much salt in the stew."

"Needs some gingering-up."

And the classifications seem endless. Meetings continue to produce new ones—the landlubbers who cherish "I like the cut of his jib," or "he's got to learn the ropes"; and the indoorsy type who likes to talk of "birds of a feather" or "the lion's share" or of "grafting" new ideas on to others.

Indeed, meetings aren't nearly the bores they once were. I have learned that you shouldn't arouse sleeping old dogs unless you want to teach them new tricks, and putting your shoulder to the wheel while you keep your nose to the grindstone beats keeping both ears to the ground.

Honest, these are verbatim.

#

Mr. Kasper is Director, Office of Information, Manpower Administration, Department of Labor.

# RECRUITERS ROUNDUP

## ADJUSTING RECRUITING EFFORTS

Lower hiring levels this fiscal year call for program planning and execution to assure that we do not overpublicize or overrecruit for jobs where fewer opportunities are available. We must candidly inform colleges and other manpower sources of reduced needs and corresponding adjustments in recruiting programs.

At the same time, our experience teaches us that recruiting relationships cannot be turned on and off if they are to be productive. "Stop and go" types of contacts based on short-term needs do not preserve the continuity so vital to attracting high quality applicants. And, of course, even in times of employment cutbacks, recruiting activities are needed.

Considering current turnover rates in relation to the number of Federal workers, it takes about 2,800 placements, on the average, *each working day* to fill the jobs vacated for various reasons, *even without any growth* in the size of the Federal work force. We need scientists, engineers, and professionally trained graduates from the universities. We need technicians, specialists, and technologists from other institutions. We need aids, typists, stenographers, mechanics, and others from the high schools. We may not need as many at some periods as we do at others, but competition for skilled manpower continues and the Federal service must remain an effective competitor in the marketplace.

There are many actions that Federal agencies can take to sustain relations with colleges and other manpower sources, without generating unnecessary applications where job opportunities are few. In personal contacts with recruiting sources, we can:

- pinpoint the shortage categories, where there are substantial needs, plus candidly informing recruiting sources where needs are low.
- target efforts more than ever to top students and student leaders whose demonstrated talents can contribute so much to the economy and efficiency of Government operations.
- collaborate actively with manpower sources to refine and improve recruiting systems and techniques.
- explore ways to improve the regular flow of information to colleges and high schools about staffing needs, both short- and long-range, and about the employment and advancement of their graduates.

It is especially important that we continue to reach out to minority groups and women. As stated by CSC Chairman Robert E. Hampton in his Report to the President on Equal Employment Opportunity in the Federal Service, "We cannot afford to let up in the effort to open doors at all levels in the Federal service. . . . There are occupations and levels of responsibility in the Government service in which minority Americans and women are minimally represented. We must make these occupations and levels known and assure that our recruiting is aimed at all sources to attract persons into these fields."

This is a time when we urge Federal agencies to revise and update their programs. Taking the opportunity to do so will pay dividends in terms of the constant recruitment effort we must engage in to staff a work force of three million men and women.

## WORK-STUDY IS RELEVANT

Work-study programs are becoming a popular recruiting technique. Employers, colleges, and students are in greater and greater numbers coming to realize the benefits offered by this more "real-world" form of higher education. Especially today, when the great cry on college campuses across the Nation is for relevance, work-study arrangements can do much to meet this valid complaint, and to enrich the students' college education. Institutions benefit as well, since these programs permit a considerably more efficient use of facilities. From the employers' point of view, work-study programs are especially valuable, since they afford an excellent opportunity for locating, training, and retaining high-quality employees.

The work-study concept includes a whole array of patterns. Basically, work-study means some combination of academic study with related employment experience, in an effort to integrate classroom work and practical experience in a total educational program. In this way, employers have open to them an additional manpower source. They can evaluate the students' talents and abilities and can train them in proper work methods. In general, graduates of work-study programs are therefore technically better qualified, more immediately productive, and more strongly motivated.

Many Federal agencies have long had work-study arrangements with several colleges. Most of these opportunities have been for engineering and science students in technically oriented agencies. However, the concept is being applied to nearly every occupational field, and nearly every Federal agency has some form of work-study arrangement. It is fast becoming popular among liberal arts majors.

Studies have shown that, with few exceptions, Federal work-study programs compare favorably with those in private industry. An indicator of success is the 58 percent retention rate of Federal work-study employees after graduation. Federal programs are especially attractive to the student because of their potential for providing unique work experiences and excellent facilities.

## NEW VISTAS

Federal agencies are not only an integral part of the current expansion in work-study programs, but are also taking an active role in leading work-study in new directions. The unique advantages of this approach to education indicate that it would be of particular benefit to set up work-study programs in developing colleges, especially those with large minority group enrollments. This would aid not only students and colleges, but would be of considerable help to the Federal recruitment effort, through the simultaneous tapping and training of a manpower pool of great potential. This would also be an especially valuable contribution to equal employment opportunities.

Government took a firm step in this direction on January 14, 1970, at a conference held on work-study programs. The participants, including several Negro educators and specialists on work-study programs, agreed that such an arrangement may be one answer to some of the problems facing traditionally minority schools. Certainly it has great potential for training members of minority groups in occupations where they are not now represented.

*—John W. Martha*
Director, Office of College
Relations and Recruitment

# *The AWARDS Story*

## AWARDS FOR CITIZENS ENCOURAGED

CSC Chairman Hampton has strongly urged the heads of all Federal departments and agencies to recognize and honor public service contributions made by private citizens, groups, and organizations. Following productive consultation with an Interagency Advisory Group Committee, Chairman Hampton issued guidance to agencies in a memorandum dated January 7, which listed the following as examples of achievements worthy of honorary awards—

- Exemplary service in an advisory capacity to a Government agency, commission, committee, program, project, etc.
- Direct assistance to agencies through actions or useful ideas which are beneficial in eliminating or minimizing problems or in actively contributing to mission accomplshment.
- Assistance to Government of a significant nature through the cooperative use of facilities, equipment, or manpower.
- Courageous or heroic actions in support of a Federal activity or mission.
- Significant contributions in the form of voluntary presentations or valuable consultation.

## CSC HONORS DISTINGUISHED CITIZENS

At an award ceremony held January 16 to observe the 87th Anniversary of the Civil Service Act, the Civil Service Commission for the first time presented special citations to two citizens for outstanding contributions to the Commission's work. Honored were Thomas L. Howard, Jr., President, Henry Van Hummell, Inc., and Van Hummell Foundation, Denver, Colo., and Willis H. Pratt, Jr., Director, Film and Closed Circuit Television Department, American Telephone and Telegraph Company, New York, N.Y.

Mr. Howard was cited for helping to create several programs in the Denver area, including an Intergovernmental Career Development program and an Intergovernmental Job Information Center, and his pioneering efforts to achieve cooperation between Federal, State, and local governments.

Mr. Pratt was cited for his creative role in the development of a film, "The Extra Step," which has helped thousands of Federal employees to render better service to the public.

## DIALOGUE ON ACHIEVEMENT

President Nixon took an unprecedented step recently in writing a personal letter of appreciation to all Federal employees. The President stated:

"In the last fiscal year more employees than ever before received awards for their superior work and for their constructive suggestions to improve Government operations. A new record was set by the $195 million in benefits from employee ideas that saved man-hours, conserved supplies, and reduced costs.

"These outstanding results could not have been achieved without teamwork and extra effort by many people at many levels of our Federal organizations. I am delighted to send a hearty and very personal 'Thank You' to everyone in Government for their contributions to this record."

*—Dick Brengel*
Assistant Director
Office of Incentive Systems



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be no specific grade level within the group, but for each agency the CSC would determine a force level and an average executive salary, with agencies free to establish and revise salary for each executive, subject to the "average salary" limitation. Selection into the career group would be approved by a distinguished qualifications committee, on the basis of merit. Executives would be guaranteed 5-year assignment to meaningful jobs, and then the "contract" could be renewed for 1-year periods. For those not retained, "retreat" rights would exist to GS–15, but with executive pay saved for at least 2 years.

EFFECTIVE AND AFFIRMATIVE are the adjectives chosen by CSC Chairman Robert Hampton to describe the new Equal Opportunity Program being built on the framework of Executive Order 11478. One of the first steps reported to the White House by Chairman Hampton was reorganization within the Commission itself, to concentrate the EEO staff under Executive Director Nicholas J. Oganovic, as Government-wide coordinator for equal opportunity.

Agencies have been directed to develop specific plans for action on EEO, to serve as a blueprint and provide a basis for evaluation. They have also been authorized to keep statistics on minority employment, using data processing equipment, as a major tool for problem analysis.

Since the supervisor is considered the key to equal opportunity, agencies have been directed to include in the rating of supervisors an evaluation of their performance in the EEO area. New training programs are being aimed at Federal managers, covering their responsibilities in this field, and incentive programs are being developed to stimulate and reward exceptional performance in achieving equal opportunity.

Responsibility for the Federal Women's Program is now lodged with the EEO director in each agency, to assure that actions on equal opportunity will relate to all employees, including women. Agencies have been instructed to designate a Women's Program coordinator or committee within the EEO framework.

Both the Commission and the agencies are cranking up increased emphasis on training to help achieve upward mobility for employees in lower level jobs. New procedures emphasizing informal resolution of discrimination complaints have resulted in a 50 percent drop in the formal type.

THE CIVIL SERVICE JOURNAL completes 10 years of publication with this issue. Its announced purpose as stated in Vol. 1 No. 1 was: "better communication with our working publics. While primary distribution will be to the Government's key management and personnel people, we hope by variety of content and informal presentation to make each issue useful also to many other groups." That is still the Journal's objective. The lead article in the first issue (June–September 1960) was titled "1961 Top Team Must 'Hit the Ground Running.'" That is what the Journal did, and it hasn't caught its breath for a decade.

*—Bacil B. Warren*

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